



The Library of Congress  
*Office of the Inspector General*

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**Integrated Support Services  
Facility Services**

*Follow-up: Opportunities Exist  
to Improve Space Management*

Audit Report No. 2004-PA-104  
September 2008



UNITED STATES GOVERNMENT

LIBRARY OF CONGRESS

**Memorandum**

*Office of the Inspector General*

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**TO:** Mary B. Levering, Director  
Integrated Support Services

September 30, 2008

**FROM:** Karl W. Schornagel  
Inspector General

A handwritten signature in black ink, appearing to read "Karl W. Schornagel".

**SUBJECT:** Follow-up Review – *Opportunities Exist to Improve Space Management*,  
Audit Report No. 2004-PA-104, July 2005

This transmits our final report summarizing the results of the Office of the Inspector General's follow-up review on the audit titled "*Opportunities Exist to Improve Space Management*," originally issued in July 2005. The Executive Summary begins on page i, and complete findings and recommendations appear on pages 3 to 7.

Integrated Support Services' (ISS) response to our draft report is briefly summarized in the Executive Summary and in more detail after recommendations on page 7. The complete response is included as an appendix.

Based on ISS' response to our draft report, we consider all recommendations resolved.

cc: Chief Operating Officer  
Assistant Chief Operating Officer for Support Services  
Chief, Facility Services

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## ▶▶ EXECUTIVE SUMMARY

The Office of the Inspector General (OIG) has completed a follow-up review of our audit report titled *Opportunities Exist to Improve Space Management*, issued in July 2005. We conducted this review to determine if Integrated Support Services (ISS) had addressed and taken corrective action in response to four of the 2005 report's recommendations. Those called for ISS to:

- establish and implement space utilization metrics and uniform office and workstation standards to ensure consistent and equitable use of space among service and support units;
- implement design policies for new work areas that maximize worker productivity and job satisfaction and emphasize maximum access to daylight and outdoor views;
- develop a long-term space management plan which identifies under-utilized space; and
- consolidate and centralize conference and training rooms to reduce inefficient use of space.

We found that ISS has addressed and taken corrective action in response to the first three, but not the fourth recommendation.

We commend ISS for its response to the first three recommendations, but believe it must focus immediate attention on making more efficient use of the Library of Congress's (Library) conference and training room space. Identifying usable space for the Library's wide-ranging needs continues to be a major challenge and making more efficient use of existing space has become more critical now than it was in 2005. Despite this, the Library has more conference and training rooms today than it had when we originally issued our audit report. Prominent examples of this growth are the Congressional Research Service's (CRS) Collaborative Workrooms and the U.S. Copyright Office's (Copyright) Knowledge Center.

In addition to the increased number of conference and training rooms, ISS has not enforced a directive, issued by the Librarian on January 1, 2006, that required service and support

units to list their conference rooms for scheduling through Public Program Services.

Consolidating and centrally locating conference rooms would make a substantial contribution toward efficiency in the Library's use of floor space. Accordingly, we reaffirm through this follow-up report our 2005 recommendation calling for ISS to consolidate and centralize the Library's conference and training rooms. Moreover, in recommendations we added through this report, we call on ISS to ensure full utilization of the newly-created CRS Collaborative Workrooms and the Copyright Knowledge Center, and on Public Program Services<sup>1</sup> to make these rooms accessible to all service and support units.

ISS attributed the increase in conference rooms to service units going through workforce transformations and stated that once the transformation period subsides, the conference rooms should be reallocated for other purposes. ISS did not agree with our finding that the number of conference rooms increased by 23 percent. ISS states that two conference rooms were not included in the 2005 audit report and as a result, the increase in conference rooms is actually 20 percent. We disagree that our 2005 audit report was inaccurate. Our data on the number of conference rooms was provided by Facility Services and verified by our space management contractor.

ISS did not agree with our interpretation of the Librarian's directive issued on January 1, 2006, stating that the Librarian's directive did not stipulate that Public Program Services shall manage or maintain the schedules of other service units' conference areas. We disagree. The Librarian's directive clearly states the conference rooms will be listed for scheduling through Public Programs Services.

Although ISS disagrees that the 2006 policy mandates it to schedule service unit conference rooms, they concurred with our recommendations. ISS will seek the approval of the Librarian of Congress to make the Copyright's and CRS's training rooms available for scheduling by all service and support units through Public Program Services.

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<sup>1</sup> Public Program Services provides management, coordination, furniture set-up, audio-visual equipment, and food and beverage set-up for the Library of Congress public meeting spaces.

## ▶▶ BACKGROUND

In July of 2005, the Office of the Inspector General (OIG) issued an audit report on the performance and management of the Library of Congress' (Library) space planning operations. The audit indicated that many areas within the Library were both under- and over-utilized due to the lack of standards for space usage. The report included 20 recommendations that called on Integrated Support Services (ISS) to address the space management issues identified in the audit report.

Space management within the Library is the responsibility of Facility Services, an ISS division. Library of Congress Regulation (LCR) 211-13, Section 3.B.2 states, "Facility Services is responsible for planning and designing current and future space needs; developing and implementing Library policy governing the structural, mechanical, and custodial care of Library buildings and leased space; performing interior design of furnishings and equipment; administering the Library's food service program; and providing Library-wide labor support."

Two large training rooms—the Congressional Research Service's (CRS) Collaborative Workrooms (2,961 useable square feet (USF)) and the U.S. Copyright Office's (Copyright) Knowledge Center (2,775 USF)—have been created since the 2005 OIG audit report was issued. While Copyright's Knowledge Center was planned and approved before OIG released its 2005 report, the CRS workrooms were subsequently planned and approved.

## ► OBJECTIVES, SCOPE, AND METHODOLOGY

This report provides the results of a follow-up review of our July 2005 report titled *Opportunities Exist to Improve Space Management*. The principal objective of this review was to determine whether ISS had addressed and taken corrective action in response to four of the 2005 report's recommendations, which called on ISS to (1) establish and implement space utilization metrics and uniform office and workstation standards to ensure consistent and equitable use of space among service and support units; (2) implement design policies for new work areas that maximize worker productivity and job satisfaction and emphasize maximum access to daylight and outdoor views; (3) develop a long-term space management plan which identifies under-utilized space; and (4) consolidate and centralize conference and training rooms to reduce inefficient use of space.

To determine whether corrective actions were taken, we interviewed and discussed the status of the recommendations with Facility Services' management and administrative staff. Additionally, we interviewed space management specialists from Copyright and the Office of Strategic Initiatives (OSI) to verify that service units were informed of and adhering to the new Space Standards Policy dated January 1, 2006. We also visited recently renovated service and support unit locations to determine if new staff work areas were designed to provide maximum access to daylight.

We reconciled the number of conference and training rooms existing in 2005 to current numbers. We also observed a select group of conference and training rooms over a two-week period in August 2008 to determine if the rooms were being fully utilized.

We performed our fieldwork for this review during August and September 2008. We conducted our work in accordance with Generally Accepted Government Auditing Standards issued by the Comptroller General of the United States (the "Yellow Book"), which incorporate financial audit and attestation standards established by the American Institute of Certified Public Accountants. We also followed guidance in LCR 211-6, *Functions, Authority, and Responsibility of the Inspector General*.

## ►► FINDINGS AND RECOMMENDATIONS

Overall, ISS has taken corrective action since we issued our July 2005 audit report to ensure Library space is efficiently and effectively managed. ISS has established space utilization metrics and uniform office and workstation standards to ensure consistent and equitable use of space among service and support units, and has implemented a new Computer Aided Facility Management System (CAFM) to manage floor space more efficiently and cost effectively. Additionally, ISS is attempting to design new work areas in a way that maximizes worker access to natural daylight in an effort to maximize productivity and job satisfaction.

Notwithstanding these actions and an overall improvement in space management since our 2005 audit, ISS has not taken action to address our recommendation to consolidate and centralize conference and training rooms. In addition to the increased number of conference and training rooms, ISS has not enforced a directive, issued by the Librarian on January 1, 2006, that required service and support units to list their conference rooms for scheduling through Public Program Services.

### **I. ISS Has Established Space Utilization Metrics and Uniform Office and Workstation Standards**

Our 2005 audit disclosed a wide discrepancy in space utilization metrics between service units and a lack of consistency in the size of office and workstation configurations. We attributed those conditions to the lack of Library-wide space usage standards. As a result, the Library was unable to determine space efficiency within its service units. In addition, the lack of space utilization metrics hindered Facility Service's ability to maintain and manage Library space because space modification requests could not be based on standard guidelines for the amount of space to which a user was entitled. We recommended that ISS establish metrics for space utilization and uniform office and workstation standards.

During this follow-up review, we determined that ISS has taken appropriate action to address our recommendation. ISS

has established standards for space usage, including metrics for space utilization. It also reduced the number of office and workstation sizes. ISS distributed the new standards to all service and support units.

We confirmed that Copyright and the OSI had received and were adhering to the new space usage standards through interviews we conducted with space management specialists from those organizations.

Facility Services has effectively addressed and fully implemented our recommendation.

## **II. ISS Has Taken Action to Maximize Worker Access to Natural Daylight and Views to the Outdoors**

Our 2005 audit revealed that the Library did not have a consistent planning concept for locating areas for support services (conference/training rooms, copier, pantries, storage areas, and book shelves), offices, and workstations. As a result, support areas, which house no full-time staff, occupied floor space with direct access to natural light and outdoor views. Those spaces could have been utilized for offices and workstations. Accordingly, we recommended that ISS implement a design policy that emphasizes maximum access to daylight and outdoor views for new work areas.

In our follow-up review, we visited work areas in Copyright, OSI, and Library Services and found that they were designed to maximize natural daylight to the greatest extent possible. Based on these work-area designs, we concluded that ISS has taken appropriate action to address our 2005 recommendation.

## **III. ISS Has Developed a Long-Term Space Management Plan that Identifies Under-Utilized Space**

The 2005 audit recognized several initiatives that were underway at the time of the audit that would free up space in the Madison building. However, the amount of space that would become available after the completion of the initiatives was unknown. According to Facility Services the new initiatives might have freed up 43,000 square feet; yet, Library Services indicated that there would be as much as 150,000

square feet freed up. As a result, we recommended that ISS develop a long-term space management plan to ensure that floor space was used efficiently and effectively Library-wide. In response to our recommendation, ISS stated that Facility Services was in the process of implementing CAFM, a new Web-based system to manage space more efficiently and cost effectively.

In our follow-up review, we confirmed that Facility Services has implemented phase I of the CAFM. This new system provides Facility Services with the tools it needs to effectively manage the use of space Library-wide and support long-term space planning. The CAFM system has the capability to track and maintain more accurate records of floor plans, space characteristics, and the use of space. When phase II of CAFM is implemented, Facility Services will be able to track the use of space by each service and support unit using real-time data. Every service and support unit will have a space liaison that will be responsible for updating the unit's space records in the CAFM.

In view of CAFM's ongoing implementation, we believe that ISS is taking appropriate action to address our 2005 recommendation.

#### **IV. Facility Services Has Not Taken Action to Consolidate and Centralize Conference and Training Rooms**

Our 2005 audit revealed that consolidating and centrally locating conference rooms can yield greater space efficiency in the Library's Madison building. Accordingly, we recommended that ISS consolidate and centralize conference and training rooms into one area located centrally on each floor. Furthermore, we recommended that ISS assign an office the responsibility of managing the scheduling for those rooms.

In our follow-up review, we found that ISS had not implemented our recommendations nor taken other actions to reduce the number of conference and training rooms in the Library's Madison building. In fact, the number of conference and training rooms has increased by 23 percent and 67 percent, respectively, since 2005. In 2005, the Library had 82 conference rooms in the Madison building totaling 25,782 USF and 12 training rooms totaling 7,664 USF.

As of September 2008, there were 101 conference rooms and 20 training rooms totaling 42,259 USF in the Madison building. Table I below is a reconciliation of the 2005 and 2008 conference and training rooms.

Table I: Reconciliation of 2005 and 2008 Conference and Training Rooms in the Madison Building

	2005	2008	Change	Change (Percentage)
Conference Rooms	82 (25,782 USF)	101 (30,311 USF)	19 (4,529 USF)	23%
Training Rooms	12 (7,664 USF)	20 (11,948 USF)	8 (4,284 USF)	67%
<b>Total Rooms</b>	<b>94 (33,446 USF)</b>	<b>121 (42,259 USF)</b>	<b>27 (8,813 USF)</b>	<b>29%</b>

Moreover, it appears that new Library conference and training rooms are not being fully utilized. Visits we made to 15 rooms over a two-week period in August 2008 indicated that on average, only 5 out of the 15 rooms were being fully utilized.

Additionally, ISS has not enforced a directive, issued by the Librarian on January 1, 2006 requiring service and support units to list their conference rooms for scheduling through the Public Program Services. The Manager of Public Programs Services told us that her office does not manage or maintain the schedules of service and support unit conference rooms.

As the Library’s space management office, Facility Services needs to have control over all space in the Library, including conference and training rooms, to ensure that it is efficiently used. Allowing service units to control conference and training rooms hinders Facility Service’s ability to monitor use of the Library’s space and make informed decisions on resource allocations. Accordingly, we reaffirm the recommendation of our 2005 audit report that calls on ISS to consolidate and centralize the conference and training rooms into one area located centrally on each floor and assign an office responsibility for handling the reservations for these rooms.

**Recommendations:**

We recommend that ISS:

1. Track the use of the newly-created CRS Collaborative Workrooms and the Copyright Knowledge Center to determine if the rooms are being fully utilized; and

2. Make the CRS Collaborative Workrooms and the Copyright Knowledge Center accessible to all service and support units by placing the rooms under the direct control of the Public Program Services.

**ISS Response**

ISS agreed with our recommendations and will seek approval from the Librarian of Congress to place the CRS Collaborative Workrooms and Copyright Knowledge Center under Public Program Services to track and manage their scheduling.

## ▶▶ APPENDIX: MANAGEMENT RESPONSE

RECEIVED

UNITED STATES GOVERNMENT LIBRARY OF CONGRESS  
**Memorandum** Integrated Support Services  
 TO: Karl Schornagel DATE: September 30, 2008  
 Inspector General  
 FROM: Mary Levering   
 Director, Integrated Support Services  
 SUBJECT: ISS Response to IG Review Report No. 2004-PA-104 (September 18, 2008)

In the IG's Review Report *Follow-up: Opportunities Exist to Improve Space Management (2004-PA-104, September 18, 2008)*, the IG's office reviewed the Library Space Management Program regarding space usage, primarily focused on concerns regarding utilization of Congressional Research Service and Copyright Office training rooms.

The IG's Review Report dated September 18, 2008, indicated that as a result of the follow-up review of the Space Management Program, the IG considered recommendations I, II, and III resolved. Per your request and in accordance with LCR 211-6, Section 11.A on Audit resolution, ISS is submitting the attached Action Plan addressing Recommendation IV.

Please let ISS know if you have questions, comments or require additional information.

Attachment: ISS Action Plan on Recommendation IV

cc w/copy of attachment:

Jo Ann Jenkins, Chief Operating Officer  
 Lucy Suddreth, Assistant Chief Operating Officer for Support Services  
 Dan Mulhollan, Director, Congressional Research Service  
 Marybeth Peters, Associate Librarian for Copyright Services and Register of Copyright  
 Neal Graham, Chief, ISS/Facility Services  
 Jim Duda, ISS/Facility Services  
 Mike Owen, ISS/FACS/Space Planning Officer  
 Donna Munson, ISS/FACS/Manager, Public Programs

File: ISS Audits - 2004-PA-104  
 Net: E:\director\admin\audits\2004-PA-104 Response to IG Review Report-9-08.wpd

## Integrated Support Services

OIG Review Report No. 2004-PA-104 (September 18, 2008)

### *Follow-up: Opportunities Exist to Improve Space Management* Action Plan

This document addresses items of clarification and comparisons between the 2005 space report and the current status of conference/training areas in the Madison Building which include OIG recommendations.

1. **IG Review Report page 6 paragraphs 3.**  
*"Additionally, ISS has not enforced a directive, issued by the Librarian on January 1, 2006 requiring service and support units to list their conference rooms for scheduling through Public Programs Services. The Manager for Public Programs Services told us that her office does not manage or maintain the schedules of service and support unit conference rooms." [underlines added]*

The Librarian's policy directive, "Space Standards Policy", dated January 1, 2006, referenced in the Review Report, outlined the guidance to Public Programs Services to maintain a list of all Avoidable conference rooms in the Library building. The Review Report apparently misinterpreted that directive. The Librarian's directive does not stipulate that Public Programs Services shall manage or maintain the schedules of other Service Units conference areas.

**Please refer to the Space Planning Policy, page 4, paragraph 1 (see attached)**

*"Public Programs Services will maintain a list of all available conference rooms in the Library. Conference space needs beyond Public Programs capacity should be directly coordinated with the Service Unit points of contact."*

The Librarian's Space Planning Policy states that Public Programs Services (PPS) shall maintain a reference list of other Service Unit's conference rooms, not the scheduling of them. PPS does maintain a reference list, including Service Unit points of contact, which is distributed upon request. However, ISS does have an established agreement with the Copyright Office regarding use of its training rooms. The Copyright Office has agreed to add the scheduling of the training room into the Public Programs inventory. Once the Copyright Office Business Processes Reengineering training requirements subside, the Copyright Office training room availability and scheduling will be included in the Public Programs data base.

Public Programs Services currently schedules and tracks all Library of Congress designated public meeting spaces. Conference rooms specifically assigned to a Service Unit are currently scheduled directly through a Service Unit staff liaison.

In the Review Report, a total of 20 small areas were classified as conference rooms that were less than 150 SF and should be considered "huddle areas." A huddle area provides a small open collaborative gathering space used by entities within a Service Unit to help facilitate group and team initiatives. The focus is to reduce the number of formal conference rooms by size and number. Moving away from traditional closed conference rooms and into small open collaborative workspaces shared by all, drastically reduces the square footage dedicated to conferencing.

The initial increase of conference areas since 2008 is consistent with organizations going through workforce transformations. Once the transformation period subsides, these areas should be reallocated for other purposes. As a result of a quick turn around time to respond to the Review

Report, FACS did not have ample opportunity to schedule and make contact with Librarian of Congress Leadership, Congressional Research Service and Copyright Office management to discuss their training and conference areas.

A major reorganization of Library Services/Acquisitions and Bibliographic Access Directorate is planned for FY10. The 5<sup>th</sup> floor of the Madison Building will be reconfigured as a result of this reorganization initiative. Eight (8) existing conference rooms will be transformed back into collection and work areas unless officially approved to remain as conference rooms by the Chief Operating Officer, per Librarian of Congress directive, "Space Standards Policy", January 1, 2006.

In final review, 2 additional conference rooms, LM-B-02A (400 s.f.) and LM-338A (225 s.f.), were in existence but not included on the 2005 RTKL report. These space calculations totaling 2 rooms and 696 s.f. were added to the 2005 report\*. (See revised table below).

**Percentage Increase by Number of Rooms**

% Room Calculations	2005	2008	Delta Rooms	% Change
	# of Rooms	# of Rooms	USF	%
Conference Rooms*	84	101	17	20%
Training Rooms	12	20	8	67%
<b>Totals</b>	<b>96</b>	<b>121</b>	<b>25</b>	<b>26%</b>

**Percentage Increase by Square Footage**

% Sq. Ft. Calculations	2005	2008	Delta SF	% Change
	USF	USF	USF	%
Conference Rooms*	26,478	30,311	3,833	14%
Training Rooms	7,664	11,948	4,284	56%
<b>Totals</b>	<b>34,142</b>	<b>42,259</b>	<b>8,117</b>	<b>24%</b>

When calculating conference/training room increase by square footage, the actual increase is 24% or 8,117 s.f. versus 26%, based on the number of rooms.

### Madison Building Comparison Chart by Floor

		2005	2008	Comments
<b>Floor</b>	<b>RTEK Category</b>	<b>Total</b>	<b>Total</b>	
8B	Conference	737	783	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
	Lounge	422	406	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
<b>8B Total</b>		<b>1,159</b>	<b>1,189</b>	
BA	Conference	724	343	ISS conference room was relocated to 2nd floor, however 400 of conference room in Geography & Maps Division was omitted from 2005 report and is included in 2008 report.
	Lounge	795	746	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
<b>BA Total</b>		<b>1,519</b>	<b>1,089</b>	
8F	Auditorium	849	-	LMG45 Misclassified as Auditorium changed to Training
	Coffee/Snack Bar	5,588	5,507	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
	Conference	2,541	2,459	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
	Training	-	853	LMG45 Misclassified as Auditorium changed to Training AND CAFM Space validation yielded more accurate measurements for 2008
<b>8F Total</b>		<b>9,978</b>	<b>8,819</b>	
1	Assembly	5,949	6,898	LM139 changed from Training to Assembly
	Conference	861	739	Reconfiguration of HRS and Music Div areas-HRS lost conf space and Music Div gained - this reflects the net difference
	Lounge	749	349	LM112 changed from Lounge to Break AND CAFM space validation yielded more accurate measurements for 2008
	Training	1,747	-	LM139 changed from Training to Assembly
<b>1 Total</b>		<b>9,306</b>	<b>7,986</b>	
2	Conference	5,022	6,472	Addition of LM219 and 225
	Lounge	1,064	1,019	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
	Training	-	3,336	CRS Collaborative Work Center LM222
<b>2 Total</b>		<b>6,086</b>	<b>10,827</b>	
3	Auditorium	1,750	1,204	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008, and 2005 survey incl support spcstypes (Vestibule, etc.)
	Conference	4,629	4,475	
	Lounge	1,548	1,483	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
	Training	895	892	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
<b>3 Total</b>		<b>8,822</b>	<b>8,054</b>	
4	Assembly	-	1,765	Added Copyright Reading Room LM408 previously listed as conf.
	Conference	4,471	5,249	Reconfiguration of 4th floor Copyright Area
	Lounge	1,475	1,410	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008
	Training	889	-	Reconfiguration of Copyright 4th floor
<b>4 Total</b>		<b>6,835</b>	<b>8,424</b>	
5	Conference	2,632	3,274	Addition of LMS221/LMS21/LMS41
	Lounge	1,498	1,073	CAFM Space validation yielded more accurate measurements for 2008 AND LMS38 (337 of) deleted - changed from LOUNGE TO BREAK for Police
	Training	1,279	4,052	Added LMS18 Copyright Knowledge Center
<b>5 Total</b>		<b>5,409</b>	<b>8,400</b>	
6	Assembly	2,964	2,819	
	Conference	4,165	5,911	Addition LM642 / LM637/ LM605
	Dining/Cafeteria/Kitchen	36,083	30,219	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008 AND support areas (e.g. circulation) were included in 2005 measurement
	Leadership Center	798	610	NO CHANGE - CAFM Space validation yielded more accurate measurements for 2008 AND support areas were included in 2005 measurement
<b>6 Total</b>		<b>46,884</b>	<b>42,374</b>	
<b>Grand Total</b>		<b>94,978</b>	<b>97,768</b>	

If you take into consideration the improved accuracy of the Library's current space management data from the earlier data in the 2005 audit report which was collected and maintained manually, with the fact that since 2005 ISS has conducted detailed physical building surveys of all Library of Congress occupied spaces and has uploaded this data into the new web-based Computer Aided Facility Management (CAFM) system, the allocation of all of the space in all of the buildings has been more accurately defined. With this improved data, if you take all public common assembly areas into consideration (Conference, Training, Lounge, common assembly, auditoriums, dining, coffee/snack bar, and Oval Gallery), the actual percentage increase from 2005 to 2008 is much smaller. Viewing public common assembly space between 2005 and 2008, the actual percentage increase is only 2.98%. The overall reduction of space is a result of better space management oversight. For example:

**Madison Building Conference/Training/Public Meeting Totals**

Space Type	2005	2008	Change	%of change
Conference	26,478	30,311	3,833	13%
Training	7,664	11,948	4,284	36%
Lounge	7,551	6,486	(1,065)	-16%
Assembly	8,913	11,482	2,569	22%
Auditorium	2,599	1,204	(1,395)	-116%
Dining	36,083	30,219	(5,864)	-19%
Coffee/Snack Bar	5,588	5,507	(81)	-1%
Leadership Center (Oval Gallery)	798	610	(188)	-31%
<b>Total</b>	<b>95,874</b>	<b>97,768</b>	<b>2,094</b>	<b>2.19%</b>

**Lounges:** After a detailed survey and analysis of the Madison building staff lounges, ISS identified that collectively the staff usage did not warrant the lounge capacity allocated for staff use. As a result, ISS negotiated with all 4 collective bargaining units that represent employees at the Library of Congress, which resulted in a reduction of 6 lounges totaling 1,065 square feet which are being re-purposed for other mission critical library needs.

**Dining Rooms:** As a result of the previous food service vendor losing money within the Executive Dining Room operation, the Executive Dining Room (Montpelier Room) was closed and re-purposed. Currently being used as public meeting space and for special event activities, this space will re-open late this year in a much smaller Executive Dining facility, and the remaining space saved will be re-purposed.

**Oval Gallery:** Currently being considered for re-purpose/return to exhibit space and the current Leadership Development Program activities will be consolidated into existing training/conferencing space.

The reduction in space allocated for auditorium, coffee/snack bar, and the oval gallery is a result of more accurate data regarding space allocated.

**OIG Recommendations:**

**“As the Library’s space management office, Facility Services needs to have control over all space in the Library, including conference and training rooms to ensure it is efficiently used. Allowing Service Units to control conference and training rooms hinders Facility Services’ ability to monitor the use of the Library’s space and make informed decisions on resource allocations.”**

- 1. Track the use of the newly-created CRS Collaborative Workrooms and the Copyright Knowledge Center to determine if the rooms are being fully utilized; and**
- 2. Make the CRS Collaborative Workrooms and the Copyright Knowledge Center accessible to all service and support units by placing the rooms under the direct control of the Public Program Services.**

Public Programs Services (PPS) currently uses an online system called Delphi to schedule designated public meeting spaces. This system has the capability to take reservations, check availability, schedule rooms and track usage in compliance with LCR-1818-3 Procedure for Meeting Space.

Currently training rooms assigned to Congressional Research Service and the Copyright Office are manually scheduled solely through the Service Unit Liaison with no common database. FACS will present a plan to be approved by Library Leadership in agreement with Congressional Research Service that their training areas will be scheduled through PPS. This set up would allow for the scheduling of Congressional Research Service and Copyright Office training rooms and track usage of all of them within a consolidated database. This enhances the accountability and tracking necessary to provide statistics on these training room usages over a period of time and allocate resources accordingly.

The scheduling of training areas can be achieved in the follow manner (similar to the current protocol for scheduling the Whittall Pavilion):

1. Request for conference room received by PPS
2. PPS has the list of all public conference rooms along with Congressional Research Service and the Copyright Office areas listed in the Delphi System
3. Query training/conference room available for that date and time
4. Selects available training/conference room
5. Alerts Service Unit Liaison of this request
6. Service Unit Liaison approves its use of requested date and time
7. PPS receives Service Unit approval and schedules the conference room in the system.

This protocol assigns to a neutral party (PPS) the accountability of scheduling and tracking of training/conference room usage and also provides the Service Unit flexibility to meet their needs and conduct their daily business operations.

Approval of this recommendation would be at the discretion of the Librarian of Congress because ISS does not have the authority to direct this recommendation. ISS Facility Services will pursue guidance on the final disposition of the decision.

RECEIVED  
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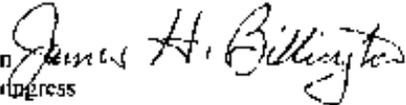
**Memorandum**

SEP 20 PM 2:40  
 ISS-DIRECTORATE

Office of the Librarian of Congress  
 The Library of Congress

**DATE:** January 26, 2006

**TO:** See Distribution

**FROM:** James H. Billington   
 The Librarian of Congress

**SUBJECT:** Space Standards Policy

**ATTACHMENT:** Space Standards Policy: January 1, 2006

As the Library moves forward in achieving its strategic goals and objectives, the demand for physical space continues to grow and change. This evolution and growth within service and support units have created the need to establish a consistent approach to meeting space, the use of conference rooms, and other facility needs. To that end, the attached planning guidelines will be used by Integrated Support Services, and all other contract design services, to ensure consistent and equitable space environments library-wide. All requests to deviate from these guidelines must be approved by the Deputy Librarian of Congress. The ability to achieve greater efficiency in managing and utilizing our facilities, including unoccupied areas, will have a positive impact on program delivery. As the Library's space needs evolve, it may also become necessary to redesign current space allocations to affect more efficient use of work space or to reallocate space to meet other mission critical needs.

With the increasing need for collaborative efforts to accomplish our strategic goals, the demand for conference rooms is also increasing. Library personnel are strongly encouraged to use the public spaces provided through Public Programs Services. Timely reservations and cancellations will ensure that these rooms are readily available for staff use. In addition, service and support unit conference rooms will continue to be listed for scheduling through Public Programs Services.

The Computer Aided Facility Management System supports centralizing the control of vacant Library space. To ensure that we effectively meet future space needs, all unoccupied space will become the custody of Facility Services. Service and support units will communicate in writing their requests for additional and/or alternate space. Facility Services will be responsible for reviewing the requests and making recommendations to the Deputy Librarian of Congress for approval.

Distribution: The Executive Committee and the Operations Committee

**SPACE STANDARDS POLICY**  
**Effective January 1, 2006**

**DEFINITIONS**

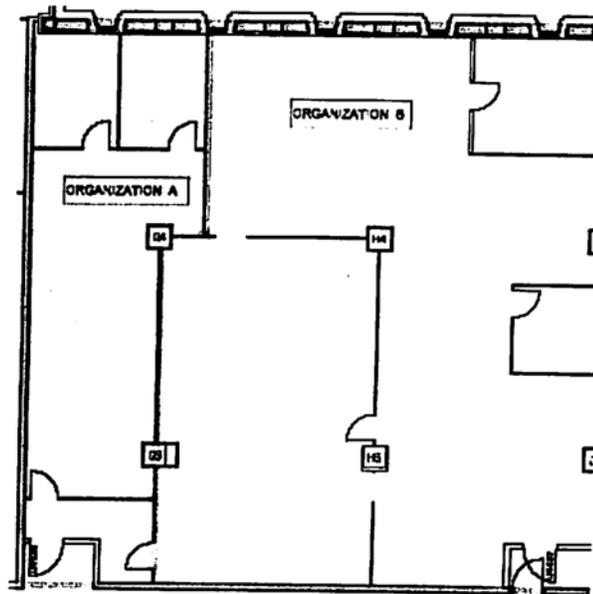
The following definitions and assumptions are applied throughout this document:

**Associate Librarian/Infrastructure Directorate Suite:** An Associate Librarian/Infrastructure Directorate suite is defined as an office space occupied by the Associate Librarian for a Service Unit or the Director of an Infrastructure Support Unit and their direct reports and accompanying administrative staff. Direct reports are those individuals reporting directly to the Associate Librarian/Infrastructure. There may be situations where the Associate Librarian office includes direct reports not co-located with the Associate Librarian/Director.

**Division Office Suite:** A Division Office suite is defined as a workspace typically bound by drywall/masonry/plaster walls, not by direct reporting structure. Where interior Floor to Ceiling (FTC) height demountable partitions and doors are used to further define the occupying organization of a suite, the areas bound by the FTC partitions and doors will define the occupying organization of the interior suite.

Example:

Suite LM-109 is defined by 3 [REDACTED] and one [REDACTED]. The FTC partition serves as the demising or dividing wall between one organization (Organization A) and another organization (Organization B). All work associated with LM-109 would be defined by the boundary created by the three masonry and the one demising/dividing FTC wall.



**Collaborative Spaces:** Collaborative spaces are those spaces designed to facilitate formal or informal sharing of ideas and/or resources, i.e.: conference rooms, labs, pantries and teaming areas.

**Conference Rooms:** All Library personnel are strongly encouraged to use the meeting spaces available to all staff through Public Programs Services. Continued use and support of these spaces through timely reservations, cancellations and individual care for

**SPACE STANDARDS POLICY**  
**Effective January 1, 2006**

the environment will maximize their continued availability. Public Programs Services will maintain a reference list of all available conference rooms in the Library. Conference space needs beyond Public Programs capacity should be coordinated directly with the Service Units points of contact. For division level and below, requests for the creation of new conference rooms require the approval of the Deputy Librarian of Congress, at the request of the Associate Librarian/Infrastructure.

**Kitchenette:** Limited in application to Associate Librarian suites to support special events and volume catering needs only. These spaces are designed to support contract-catering needs and are not intended to be full service cooking facilities. These spaces accommodate a water supply where available.

**Equipment options:** Under cabinet refrigerator and freezer (preferred), icemaker, garbage disposal, sink, microwave and floor space to accommodate electrical mobile warming unit and maximum counter space to support the catering volume

**Pantry:** These spaces are intended to provide a prep and storage environment for staff to prepare snacks, lunches and beverages and are not intended to be full service cooking facilities. These spaces do not have a water supply.

**Equipment options:** Refrigerator, microwave, and staff funded water cooler and coffeemaker

**Teaming Areas:** These areas are defined as open spaces accommodating small meetings of no more than 4 persons with mobile meeting supplies and equipment used to support the space. No doors shall define these spaces.

**Equipment options:** Plasma TV unit (mobile or wall mounted), Whiteboards (mobile or wall mounted), Nesting chairs, Nesting tables

**Private Offices:** An enclosed work space bound by four walls and a door. The walls are at the maximum height permitted by the facility in which it is located.

**Storage Spaces:** Storage spaces, necessary to the mission, are those spaces designed to provide short and long term storage of records and multimedia materials, i.e.: file rooms and areas, equipment rooms and areas and collections storage rooms. These spaces factor security, fire protection, and accessibility into their planning.

**Usable Square Feet:** The area encompassing individual workspace, common areas and primary and secondary circulation within a suite.

**Vacant Space:** Vacant space is categorized as **assignable block** or **active unoccupied**.

An **assignable block** of space is any contiguous block of square footage of 1,000 square feet or more unoccupied by any organization. The assignment of this square footage will be based on the overall priority of Library programs.

**Active unoccupied space** is defined as any individual workspace that is temporarily vacant due to attrition. This category of vacant space is subject to conversion to assignable block when the vacancy exists over an extended period of time.

**Note:** Vacant space (e.g. workstations, etc.) that is unoccupied over an extended period of time may be subject to redesign by Facility Services to create a contiguous block of space for allocation to other Library mission-critical needs, in order to make more efficient use of scarce space.

**SPACE STANDARDS POLICY**  
Effective January 1, 2006

**Standards Applications**

**The application of additional paint finishes and demountable partition types have been negotiated with the Architect of the Capitol, see attached Appendices A and B.**

**Deviations from the standards require a waiver from the Deputy Librarian of Congress at the request of the Associate Librarian/Infrastructure Director and must be submitted through Integrated Support Services.**

**PLANNING TARGETS**

Planning targets for common space types are represented as the maximum percentage of the total square footage of a suite. Planning targets for individual workspace are represented as square foot per person. In planning an office suite, the Library provides an average of 100 usable square feet per person that includes the individual workspace, common area and circulation within the suite. A range of square footage per person based on grade and function is provided to allow for architectural constraints within the buildings.

**Service and Support Unit Directorate Suite Planning**

**Office Workspaces:** Typical office workspace will be planned with the following standards based on grade and function (any deviations will follow the deviation process)

**Associate Librarian: 400 – 450 square feet private office**  
**SES Level (Supervisory): 350 – 400 square feet private office**  
**SES Level (Non-supervisory): 300 – 350 square feet private office**  
**GS-15 (Supervisory): 300 – 350 square feet private office**  
**GS-15 (Non-supervisory): 225 – 300 square feet private office**  
**GS-14 (Supervisory): 150 – 200 square feet private office**  
**GS-14 (Non-supervisory): 100 – 150 square feet private office**  
**GS-9-13 (Supervisory): 100 - 150 square feet private office**  
**GS-9-13 (Non-supervisory): ~72 square feet workstation**  
**GS-8 and below: ~63 square feet workstation**  
**Contractors: 42 square feet workstation (maximum)**

**Collaborative Space Planning Targets: 15% of total suite square footage in the suite.**  
**Example:**

An Associate Librarian's suite is 12,305 square feet. The sum total of its kitchenette, conference rooms, and teaming areas and staff pantry is 1470 usable square feet. At 12 % of the total square footage, this space meets the 15% target for collaborative space within a Service Unit suite.

**Storage Space Planning Targets: 10% of total suite square footage in the suite.**

**Conference Rooms:** Recognizing a service/support unit mission requires frequent collaborative activity, space dedicated to conference rooms, pantries and kitchenettes, should not exceed the 15% maximum target. In planning consideration, the service unit should consider the entire service unit's conferencing needs in space layout. The service/support unit should centralize scheduling of conference rooms within the entire Service Unit and making the conference spaces available to other service units when not in use. Where practical and space is available, Service/Support Unit conference rooms should be centrally located to accommodate the Service/Support units staff and other Library needs.

**SPACE STANDARDS POLICY**  
**Effective January 1, 2006**

**Division Suite Planning**

**Office Workspaces:** Typical office workspace will be planned with the following standards based on grade and function (any deviations will follow the deviation process)

**SES Level (Supervisory): 350 – 400 square feet private office**

**SES Level (Non-supervisory): 300 – 350 square feet private office**

**GS-15 (Supervisory): 300 – 350 square feet private office**

**GS-15 (Non-supervisory): 225 – 300 square feet private office**

**GS-14 (Supervisory): 150 – 200 square feet private office**

**GS-14 (Non-supervisory): 100 – 150 square feet private office**

**GS-9-13 (Supervisory): 100 - 150 square feet private office**

**GS-9-13 (Non-supervisory): ~72 square feet workstation**

**GS-8 and below: ~63 square feet workstation**

**Contractors: 42 square feet workstation (maximum)**

**Collaborative Space Planning Targets: 10% of total suite square footage in the suite**

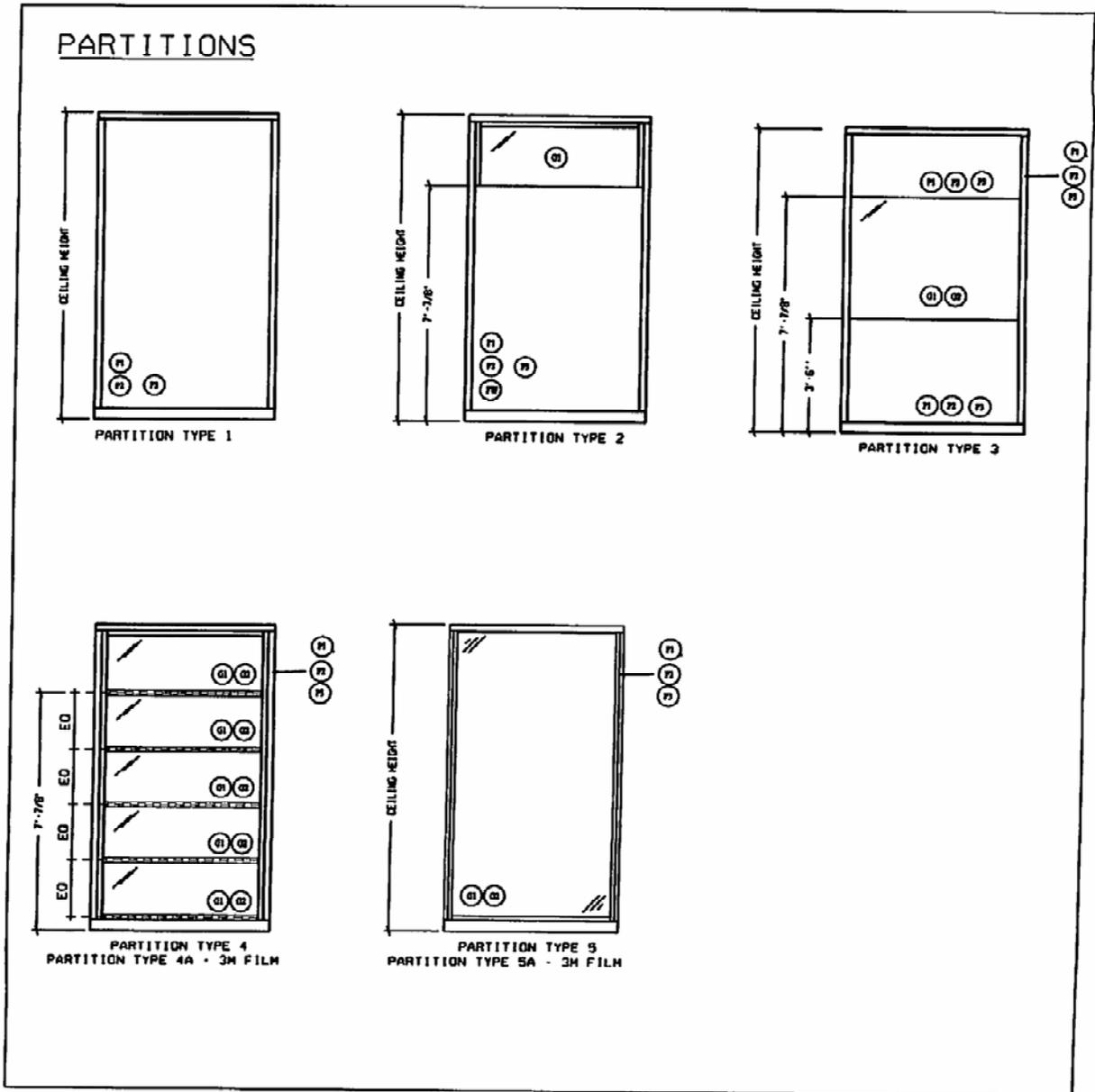
Example:

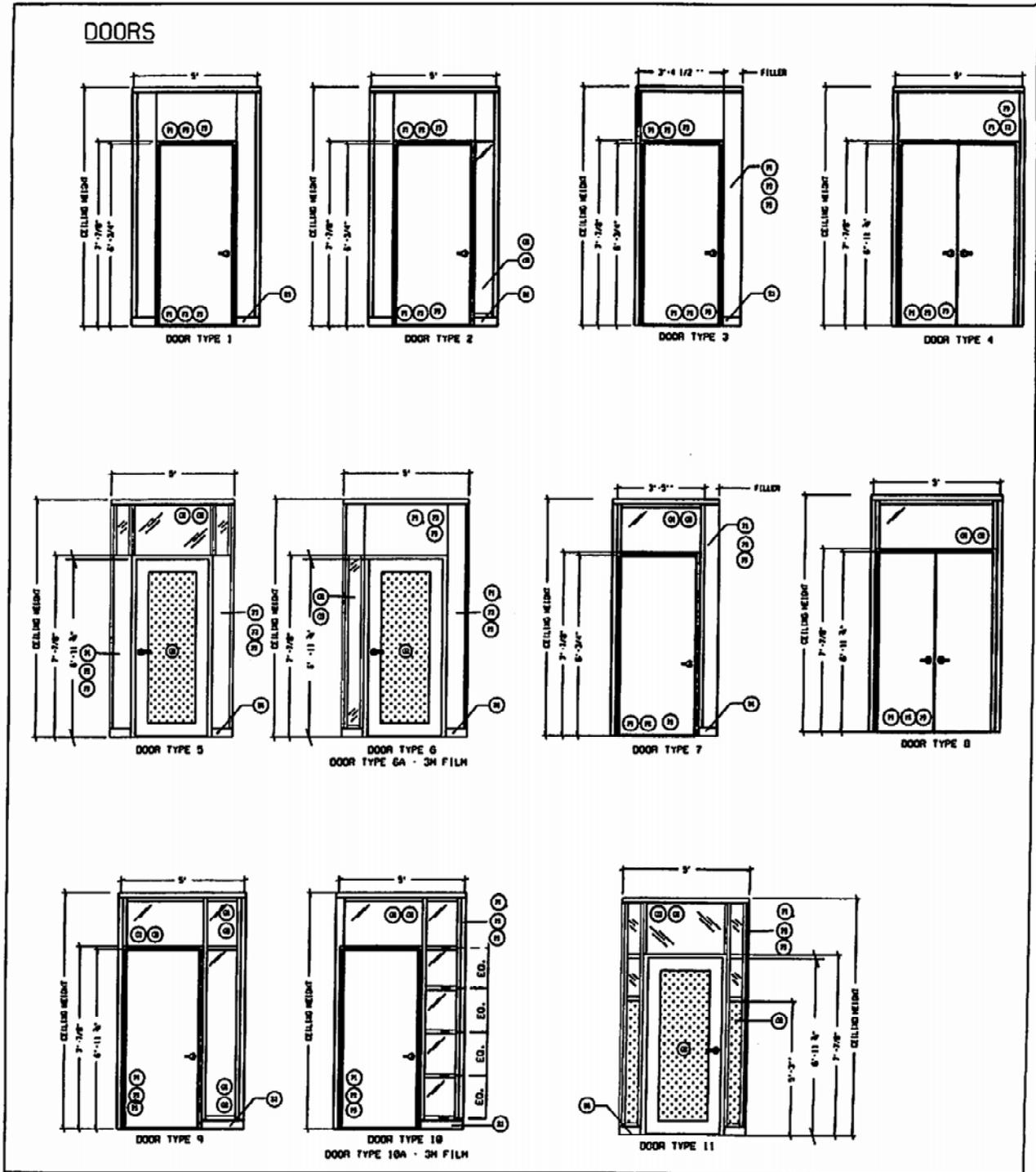
Division office suite LM225 is 4500. The sum total of its teaming areas and staff pantry is 375 square feet. At 8 % of the total square footage, this space meets the 10% target for collaborative space within a division office suite.

**Storage Space Planning Targets: 20% of total suite square footage in the suite**

**Conference Rooms:** The organization mission must require frequent intervals of customer collaboration with large groups of 10 or more, five or more times per week.

Appendix A  
Demountable Partition and Door Standards  
Effective January 1, 2006





**Appendix A  
Demountable Partition and Door Standards  
Effective January 1, 2006**

**NOTES FOR PARTITIONS and DOORS:**

1. All Partitions and Doors shown are Mills Product Line FC-150.
2. Common Space is defined as Conference Rooms and Teaming Areas.
3. No FTC Partitions either Full Glass or Clerestory shall receive or support FTC-hung shelving. As shelving becomes necessary, these FDC Partitions shall be replaced with Full Steel faced FTC Partitions.
4. All FTC Partitions shall be installed with the Top Track. Each FTC Partition supports approximately 2000 lbs with the Top Track installation method. LOC currently loads each FTC Partition to 1000 lbs.
5. Whether Full Steel faced or Full Glass, the FTC Partitions receive the standard slotted feature strip.
6. Each FTC Partition whether Full Steel faced or Full Glass weighs approximately 200 lbs.
7. Finish "FW" is defined as a tack-board hung on the FTC Partition.
8. FTC Partition Types 4 and 5 shall be purchased on a per project basis. Not bulk inventoried for ready use.
9. FTC Door Types 5, 6, 7, 8, 9, 10 and 11 shall be purchased on a per project basis, not bulk inventoried for ready use.
10. Installation of 3M Film (Partition Types 4A & 5A) will not be completed by the AOC.

**DOOR TYPE SCHEDULE (DT):**

<u>Door</u>	<u>Application</u>	<u>Used w/Partition</u>	<u>Finish</u>
Type 1	Typical Office	PT1, PT2, PT5	P1, P2, P3
Type 2	Typical Office	PT1, PT2, PT5	P1, P2, P3
Type 3	Typical Office	PT1, PT2, PT5	P1, P2, P3
Type 4	Typical Office	PT1, PT2, PT5	P1, P2, P3
Type 5	Interior Office	PT2 only	P1, P2, P3
Type 6	Common Space	PT4A only	P1, P2, P3
Type 6A	3M Film Option	PT4A	P1, P2, P3
Type 7	Interior Office	PT2 only	P1, P2, P3
Type 8	Interior Office	PT2 only	P1, P2, P3
Type 9	Common Space	PT3, PT5	P1, P2, P3
Type 10	Common Space	PT3 only	P1, P2, P3
Type 10A	3M Film Option	PT3 only	P1, P2, P3
Type 11	Common Spaces and Executive Private Offices 300 SF and larger	PT4	P1, P2, P3

**PARTITION TYPE SCHEDULE (PT):**

<u>Partition</u>	<u>Application</u>	<u>Used w/Door</u>	<u>Finish</u>
Type 1	Typical Office	DT1, DT2, DT3, DT4	P1, P2, P3
Type 2	Interior Office	DT1, DT2, DT3, DT4 DT5, DT7, DT8	P1, P2, P3
Type 3	Common Spaces	DT6, DT9	P1, P2, P3
Type 4	Common Spaces	DT10 only	P1, P2, P3
Type 4A	3M Film Option	DT10 only	P1, P2, P3
Type 5	Common Spaces and Private Offices	DT9 only	P1, P2, P3
Type 5A	3M Film Option	DT6A only	P1, P2, P3

Appendix A  
Demountable Partition and Door Standards  
Effective January 1, 2006

**FINISH LEGEND:**

G1	Glass: Clear	
G2	Glass: Frosted	
P1	Metal Wall Paint:	Benjamin Moore Parchment
P2	Metal Wall Paint:	Benjamin Moore HC-24 Pittsfield Buff
P3	Metal Wall Paint:	Benjamin Moore 1551 La Paloma Gray
P4	Permanent Wall Paint:	Benjamin Moore 2153-40 Cork
P5	Permanent Wall Paint:	Benjamin Moore 1510 Dried Basil
P6	Permanent Wall Paint:	Benjamin Moore 1572 Raindance
FW	FTC Panel with Fabric Tack-board:	COM Fabric TBD
B1	Base Paint:	Building Standard Brown

**Appendix B  
Madison Building Paint Standards  
Effective January 1, 2006**

**PAINT APPLICATION LEGEND:**

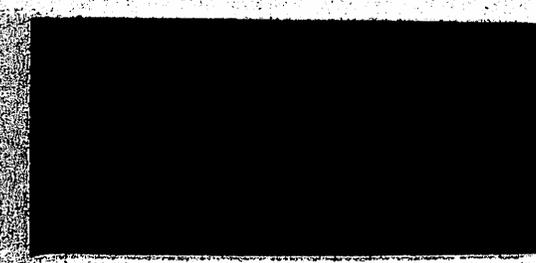
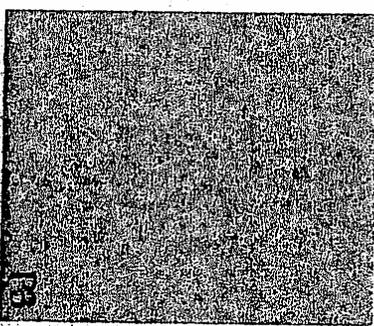
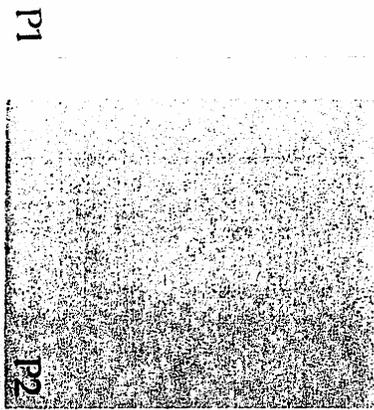
<u>Paint (P)</u>	<u>Paint Color</u>	<u>Application</u>	<u>Clarification</u>
P1	Parchment	FTC Walls Full Office Suites Only	No Combination of P1, P2, P3, paints in one office suite.
P2	Pittsfield Buff	FTC Walls Full Office Suites Only	No Combination of P1, P2, P3, paints in one office suite.
P3	La Paloma Gray	FTC Walls Full Office Suites Only	No Combination of P1, P2, P3, paints in one office suite.
P4	Cork	Drywall/Masonry/Plaster Walls for accent only and only one accent paint per Office Suite.	No Combination of Accent Paints P4, P5, P6 in one office suite.
P5	Dried Basil	Drywall/Masonry/Plaster Walls for accent only and only one accent paint per Office Suite.	No Combination of Accent Paints P4, P5, P6 in one office suite.
P6	Raindance	Drywall/Masonry/Plaster Walls for accent only and only one accent paint per Office Suite.	No Combination of Accent Paints P4, P5, P6 in one office suite.
P7	Benj Moore Custom Matched Red	Corridor Accent/Locator Item	No use in Office Suites
P8	Benj Moore Custom Matched Blue	Corridor Accent/Locator Item	No use in Office Suites
P8	Benj Moore Custom Matched Green	Corridor Accent/Locator Item	No use in Office Suites
P9	Benj Moore Custom Matched Gold	Corridor Accent/Locator Item	No use in Office Suites

**NOTES:**

1. No Accent Paints shall be used on FTC Wall Partitions
2. Number of Office Suite Masonry/Drywall Walls receiving Accent Paint is limited to 1-2 walls. No Accent Painted Walls is acceptable also.
3. JMMB Corridor Accent/Locator paints are for that use only.
4. Office Suite is defined as an office space bound by Drywall/Masonry/Plaster Walls.
5. All Walls receive eggshell paint finish.
6. All Doors, Door Frames, Metal Surfaces receive satin paint finish.
7. All Corridor Accent/Locator items receive satin paint finish.
8. A minimum paint application time duration of (3) years has been agreed upon before repainting is expected to occur.

# Madison Paint Standards

## FIC Metal Walls



## Accent Walls

