

## CHAPTER 5. SPACE ACQUISITION

- 5-1. General. The General Services Administration (GSA), Public Buildings Service, is responsible for satisfying all space requirements of the Department. GSA shall satisfy the Department's space needs in the following order:
- a. In existing Government-controlled space.
  - b. In suitable buildings of historic, architectural, or cultural significance, unless use of such space would not prove feasible and prudent compared with available alternatives.
  - c. In existing privately-owned facilities or facilities scheduled for construction, dependent upon which alternative is the most cost effective.

The Department is not authorized to negotiate with prospective lessors and/or imply preference for a particular facility that would in any way jeopardize and/or negate GSA's lease negotiations. Space requirements shall be developed in such a manner as not to limit or eliminate competitive offers.

- 5-2. Prospectus. When a lease action involves an average annual rental in excess of \$500,000, GSA is required to prepare and submit a prospectus to the Congressional Committees of Public Works for approval. The average annual rental is bare contract rent exclusive of the value of services and utilities.
- 5-3. Proposed New Federal Construction or Lease Consolidation Projects. According to the total Federal space demands in a given locality, GSA notifies HUD from time to time of proposed new Federal construction or a lease consolidation project. The Communications and Space Management Division (ASM) shall prepare the GSA Form 144, Net Space Requirements for Future Federal Building Construction, (Appendix 3), for the location involved. Since these projects must be approved by the Congress and may take considerable time for approval, projected growth based on previous trends or budget data must be included when preparing the GSA Form 144. The ASM shall submit the GSA Form 144 to GSA with a copy to the Director, Administrative Services Division (ASD). Any change in initial requirements shall be furnished to GSA by the ASM with a copy to ASD.

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- 5-4. Procedures. The procedures set forth below shall be followed in requesting replacement and/or expansion space. Expansion space shall be requested only when it is clearly demonstrated that all personal property, files, storage, private offices, and present configurations have been thoroughly analyzed to ensure that the minimum needs of the

office have been satisfied and failure to provide such space would be detrimental to the office's operations. The heads of the major organizational components should be consulted and included in the overall planning process so that all relevant space needs can be known.

- a. Headquarters. The ASM maintains up-to-date space assignment and utilization records for each Headquarters organizational component. The ASM uses these records in determining whether an organizational component requires an adjustment in its space assignment. When the ASM determines there is a need for an organizational component to adjust its space, the ASM shall request the appropriate Administrative Officer to develop, through a coordinated effort, new space assignment requirements. When an organizational component determines additional space is required or space can be released, the Administrative Officer shall submit a HUD Form 57, Request for Services, (Appendix 4), to ASM outlining, in detail, its space requirements. The ASM, using its space assignment and utilization records, shall work with the appropriate Administrative Officer in reaching a joint determination. When ASM determines that additional space needs can be satisfied within presently assigned Headquarters space, ASM shall initiate the necessary action to prepare the space through GSA or a contractor. When ASM determines that additional space cannot be satisfied within presently assigned space, ASM, in collaboration with the appropriate Administrative Officer, shall develop a GSA Form 1476, Space Requirements Worksheet, (Appendix 5). The ASM shall process a SF-81, Request for Space, with GSA Form 1476 to GSA.
- b. Field Offices. The senior official in a Field Office is responsible for determining space requirements for that particular office through applying the allowances outlined in Chapter 4, Paragraph 4-5. GSA Form 1476, Space Requirements Worksheet, may be completed to support the request for space and be forwarded by a

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(5-4.) memorandum to the Director, Administrative Services Division (ASD), through the Director, Office of Administration. The request shall include the total square footage required by classification of space, number of official parking spaces (see Chapter 10), special requirements, and supportive justification. If justified, the ASD shall forward the requirements to the ASM for project approval. ASM, based on the review of the requirements and funds availability, will advise the ASD accordingly to process a SF-81, Request for Space, and special requirements to GSA. The ASD shall provide the ASM copies of all correspondence related to the request through actual consummation.

- c. Regional Offices. The ASD determines space requirements of the Regional Office, using the allowances outlined in Chapter 4, Paragraph 4-4, and forwards it to ASM for project approval. The ASD shall provide the ASM copies of all correspondence related to the request through actual consummation.
- 5-5. Market Survey. Based on responses from newspaper advertisements and flyers, GSA will consider potential offerors' desire to be included in the market survey. Generally, those who cannot provide space within the delineated area or meet the provisions of the Solicitation for Offers (SFO) are disregarded. All prospective offers are reviewed, and the space, if existing, jointly surveyed by GSA and HUD representatives from Headquarters for Headquarters requested space; and from the Regional Office, affected Field Office and the local Union, when appropriate, for space requested in the Field. GSA Form 2991, Lease Market Survey, (Appendix 6) can be used to document each structure surveyed. Following the market survey, GSA will recommend to the ASM for space in Headquarters and to the ASD for space in the Field those prospective offers to which GSA is prepared to send a SFO for space. The ASM or the ASD will either concur with the recommendation as submitted or respond indicating reasons for noncurrence on one (or more) particular offer for space in Headquarters and in the Field respectively. After agreement is reached between GSA and HUD, the SFO's are sent to the prospective offerors.
- 5-6. Solicitation for Offers (SFO). When new or replacement space is required and no Government-controlled space is

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- (5-6.) available, GSA will prepare and furnish to ASM for space in Headquarters and to the ASD for space in the Field, a SFO for review and concurrence. The SFO will form the basis of the entire process of lease negotiation and will become a part of the lease. GSA's objective is to provide the SFO in an uniform format that is sufficiently flexible in design to meet varying lease requirements and to promote maximum possible competition for the space as well as to allow for the inclusion of specific requirements of the Department as outlined in the GSA Forms 1476 and special requirements, as appropriate, submitted to them. The ASM or the ASD shall resolve any differences with GSA for space in Headquarters and the Field respectively before issuance of the SFO to prospective lessors. The ASD shall provide ASM a copy of the approved SFO and related correspondence for the Field.
- 5-7. Acceptance of Space Offers. When the offers are received by GSA, the formal evaluation process begins. After careful evaluation of each conceivable variable of each offeror's proposal, GSA will (1) select the offer that is in the best interest of the Government which meets the requirements of the SPO; (2) recommend acceptance of its selection; and (3)

formally conclude negotiations. Before accepting space offered, the ASM for space in Headquarters and the ASD for space in the Field shall ensure that sufficient usable space is being offered. To assist in making this determination, Appendix 7, which illustrates different building circulation plans, may be used for evaluation purposes. Also, if there is any doubt as to the adequacy of the mechanical and/or electrical systems of the structure offered, GSA and HUD engineers shall jointly review the systems to determine their adequacy.

5-8. Preoccupancy Review and Inspection. Prior to occupancy, the facilities are to be inspected jointly by GSA and HUD Headquarters representatives for Headquarters space and by the Regional and Field Office representatives and GSA, as appropriate, for space in the Field. This inspection is to ensure that the contractor has prepared the space in accordance with GSA's and HUD's requirements. Any discrepancies noted shall be thoroughly documented and appropriate action initiated to ensure full compliance with the contract.

5-9. Post Occupancy Inspection. For Headquarters' space, a post occupancy inspection shall be conducted after occupancy by the ASM. A post occupancy inspection shall be conducted

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(5-9.) after occupancy in the Field by the Regional and Field Offices and GSA, as appropriate. To assist in this effort, the ASD shall obtain a copy of the "as built" drawings from GSA. The purpose of this inspection is to (1) measure and classify the space; (2) ensure that the heating, ventilating, air conditioning, lighting, plumbing, and any other special purpose requirements are satisfactory; and (3) to ensure that fire and safety prevention measures have been taken. Any discrepancies noted shall be thoroughly documented and appropriate action initiated to ensure full compliance with the contract.

5-10. Classification of Space. Occupiable space is classified and defined by GSA as follows:

a. Office-Type Space. This space must provide an acceptable environment suitable in its present state for an office operation. This requirement includes, but is not limited to, adequate lighting, heating and ventilation, air conditioning, floor covering, finished walls, accessibility, etc. The space may consist of a large open area or may be partitioned into rooms. Private corridors, closets, etc., which have been created within office-type space through the erection of partitions shall be coded as office-type space. Office-type space has no subsets. Examples of office-type space are:

(1) General purpose office space;

- (2) Private corridors;
- (3) Conference rooms (without special equipment and supplementary heating, ventilation and air conditioning);
- (4) Training rooms (without special equipment and supplementary heating, ventilation and air conditioning);
- (5) Libraries (without extensive built-in stacks and special floor loading);
- (6) Dry laboratories (without plumbing, special power or other special space features);
- (7) Supply rooms, closets and any other storage-use areas in office quality space;

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- (5-10.) (8) Credit unions;
  - (9) Lounges (other than toilet area);
  - (10) Reception areas;
  - (11) Hearing rooms (without special equipment and supplementary heating, ventilation and air conditioning);
  - (12) Telephone switchboard rooms; ,
  - (13) Mail rooms; and
  - (14) Health rooms (without special equipment).

b. Storage Space. Storage-type space generally has concrete, woodblock, or unfinished floors, bare block or brick interior walls, unfinished ceiling, minimal lighting and heating, etc. This type would include attics, basements, warehouses, sheds, unimproved areas of loft buildings and unimproved building cores. All storage space will be classified in one of the following subsets:

- (1) General storage areas - ST-1. Areas in space contiguous or adjacent to office or special type space which was, for the most part, developed incidental to the prime use of the space. Such space may have some or all of these characteristics, concrete floors, unfinished walls and ceilings, minimal lighting, but is found primarily in buildings designed for office or special type use. Most commonly it is unfinished basement or attic space, but may

include closets, storerooms and other miscellaneous unfinished areas of buildings. Examples are:

- (a) Basement storage;
- (b) Attic storage;
- (c) Closets (not finished to office standards);
- (d) Storerooms (not finished to office standards);
- (e) Supply rooms (not finished to office standards);

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(f) File rooms (not finished to office standards); and

(g) Warehouse areas of multiuse buildings.

(2) Inside parking area - ST-2. This is garage space located in either Federally-owned or leased buildings which is utilized for the parking of motor vehicles. Where the entire garage floor is under the assignment control of GSA, inside parking shall consist of the area delineated from the inside of the garage wall to the inside of the opposite wall, less mechanical, toilet, custodial, vertical circulation, and space utilized for other parking purposes. In buildings where GSA controls only a partial garage floor, inside parking shall consist of the actual parking area only. In leased buildings where a specific number of parking spaces are under lease or service contract, the inside parking area shall be determined by multiplying the number of spaces by 300 square feet.

(3) Warehouse areas - ST-3. This subset includes entire buildings with warehouse features containing only minor amounts of supporting office space.

c. Special-Type Space. This space, because of architectural features or the installation of fixed (built-in) equipment and special utilities, necessitates the expenditure of varying amounts to construct, maintain, and/or operate compared to office and storage space. Special-type space is further defined according to one of the following subsets:

(1) Laboratory and clinic areas - SP-1. This classification includes those areas containing built-in equipment and utilities required for the

qualitative or quantitative analysis of matter, experimentation, the processing of material, and/or the physical welfare of employees or the public. Included in this classification are:

- (a) Wet laboratories;
- (b) Clean laboratories;

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- (c) Photographic laboratories;
  - (d) Clinics;
  - (e) Health units and rooms (with special equipment); and
  - (f) Private toilets.
- (2) Food service areas - SP-2. The space in the building devoted to the preparation and dispensing of foodstuffs. Examples are:
- (a) Cafeterias (kitchens and table area);
  - (b) Snack bars;
  - (c) Mechanical vending areas; and
  - (d) Private kitchens.
- (3) Structurally changed areas - SP-3. Those areas having architectural features differing from normal office and storage areas such as sloped floors, high ceilings, increased floor loading, etc. Examples are:
- (a) Auditoriums;
  - (b) Gymnasiums;
  - (c) Libraries (with special stacks and floor loading);
  - (d) Detention cells;
  - (e) Target ranges;
  - (f) Security vaults;
  - (g) Courtrooms; and
  - (h) Vertical improved mail system area.
- (4) Automated data processing areas - SP-4. Those areas having special features such as humidity

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- (5-10.) and temperature control, raised flooring, special wiring, etc. Examples are:
- (a) Computer rooms;
  - (b) Support area (with special flooring and wiring); and
  - (c) Tape vaults.
- (5) Conference and training areas - SP-5. Areas used for conference, training, hearings, etc., with special equipment and heating, ventilation and air conditioning. Examples are:
- (a) Conference rooms (with special equipment and heating, ventilation and air conditioning);
  - (b) Training rooms (with special equipment and heating, ventilation and air conditioning);
  - (c) Exhibit areas (with special equipment and heating, ventilation and air conditioning);
  - (d) Hearing rooms (with special equipment and heating, ventilation and air conditioning); and
  - (e) Small courtrooms (no structural changes).
- (6) Light industrial areas - SP-6. This classification is intended to include areas that do not fall within office, storage, or the other subsets of special. The light industrial category will reflect a rental rate exceeding the storage rate. Any of the following examples which are housed in a higher cost space, such as office, will be included in the higher cost category.
- (a) Records storage (with humidity control);
  - (b) Storage space (with air conditioning);
  - (c) Printing plants;
  - (d) Product classifying laboratories;

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- (5-10.) (e) Motor pool service areas;
- (f) Shops (other than PBS);

- (g) Covered canopy areas (if included in occupiable area); and
  - (h) Postal workrooms, lockbox and screenline lobbies, lockout areas that are not suspended, swingrooms, locker rooms, mailing vestibules and platforms.
- (7) Quarters and residential housing areas - SP-7. Areas used for housing and quarters that do not logically fall in the other categories (i.e., quarters in office-type space are classified as office-type).
- (d) Outside Parking Areas. This is parking space located outside of Federally-owned or leased buildings which is utilized for the parking of motor vehicles.

5-11. Monitoring Services. In Headquarters, the Facilities Operations Division, Buildings Operations Branch, is responsible for monitoring services and maintenance and perform these functions in accordance with its standard operating procedures. HUD Regional and Field Offices are responsible for continuously monitoring services and maintenance, e.g. cleaning and janitorial, heating and air conditioning, whether located in a leased or Federally-owned structure, to ensure that adequate services and maintenance are being provided. Copies of that portion of the lease or contract in the case of a Federally-owned building, covering these services are available from GSA at the Regional level and/or the local GSA Buildings Manager. Form HUD-2756 (7-83), Building Services Quarterly Report, (Appendix 8) shall be used to monitor the service and maintenance provisions (RMS Number HI-00507R). Deficiencies in services and maintenance are to be documented with the local GSA Buildings Manager, and not the lessor, as he/she is responsible for the daily management of the lease and/or Federal Building in which the space is located. If a situation arises where it is necessary to cancel a lease or withhold rental payments, this documentation is absolutely essential in order to achieve remedial corrective action or acquire other space. If corrective action is not taken by the local GSA Buildings Manager within an acceptable time frame the deficiencies shall be brought to the attention of the GSA Regional

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(5-11.) Office by the ASD. Each HUD Field Office shall submit a copy of the completed Form HUD-2756 by the 10th working day of the beginning of each quarter to their respective Regional Office. Major deficiencies that have been pending for some time and cannot be resolved at the Regional level shall be reported to ASM so that corrective action can be initiated with the GSA Central Office. The ASD shall

provide ASM quarterly (by the 20th working day of the following month) a consolidated Regional report. Negative reports are required.

- 5-12. Excess Property and Housekeeping. Orderly, attractive offices and work areas tend to increase employee efficiency and favorably impress the public. Periodic clean-up campaigns are helpful, but good housekeeping can be attained only if cleanliness and orderliness are practiced continually by employees. Unnecessary supplies, equipment, and/or furniture contribute heavily to poor housekeeping. Furniture which has outlived its original usefulness often becomes a "catchall" for belongings which should be put out of sight or discarded. The need for tables, chairs, and other furnishings should be examined periodically to keep offices free of the clutter caused by unneeded or improperly used furniture. As soon as property is no longer necessary, disposition should be made in accord with HUD Handbook 2235.7, Personal Property Management Inventory Control and Accountability System.