

DEPARTMENT OF THE INTERIOR
MINERALS MANAGEMENT SERVICE MANUAL

TRANSMITTAL SHEET

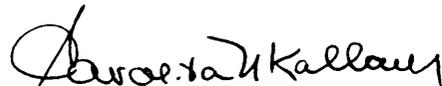
Release No. 213

July 12, 1993

SUBJECT: Administrative Series
Part 425 Space Management
Chapter 1 Policy, Responsibilities, and Management

EXPLANATION OF MATERIAL TRANSMITTED:

This release revises the Minerals Management Service Manual chapter on space management.



Director

FILING INSTRUCTIONS:

REMOVE:

<u>Part</u>	<u>Chapter</u>	<u>Pages</u>	<u>Release</u>
425	1	1-4	25

INSERT:

<u>Part</u>	<u>Chapter</u>	<u>Pages</u>	<u>Release</u>
425	1	1-14	213

OPR: Support Services Branch
Management Services and Security Division
Office of Administration and Budget
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1. Purpose. This chapter establishes program policy, responsibilities, and management for the Minerals Management Service (MMS) space management program.

2. Authority.

A. Title 41, Code of Federal Regulations (CFR), Chapter 101, Subchapter D, Public Buildings and Space, Parts 101-17 through 101-21.

B. Departmental Manual (425 DM Space Management).

C. Rural Development Act of 1972 (86 Stat. 674) (42 U.S.C. 1322(b)).

3. Policy. It is the policy of the MMS to:

A. Establish and maintain an active and continuing space management program for acquisition and utilization of space required to accomplish the MMS mission. This program will conform to all applicable policies, regulations, and laws.

B. Forecast MMS space requirements and distribute space consistently throughout the MMS.

C. Collocate offices when possible, preferably in the same building or complex of buildings, depending on the availability of Government-owned or -leased space.

D. Support a system of review and analysis to confirm productive and prudent utilization of office space required to perform the MMS mission.

E. Promote the General Services Administration's (GSA) policy of providing a quality workplace environment that supports program operations, preserving the value of real property assets, and reducing Federal work space to basic minimum requirements.

F. Determine the suitable geographic area for facilities and verify the decision is consistent with the requirements of the Rural Development Act of 1972 (86 Stat. 674) (42 U.S.C. 1322(b)).

G. Report any excess space to GSA for assignment to other Agencies in a timely manner.

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4. Responsibilities.

A. The Associate and Regional Directors are responsible for:

(1) Identifying space requirements within their program areas based on approved staffing levels.

(2) Coordinating space requirements with the Bureau Space Manager (BSM) or respective Administrative Service Center (ASC) Manager.

(3) Ensuring compliance with MMS-established space management procedures and implementation requirements.

B. The Deputy Associate Director for Administration is responsible for:

(1) Establishing Bureauwide space management policy.

(2) Providing Bureauwide management of the Space Management Program.

(3) Providing suitable resources (staff and budget) to effectively administer the program.

C. The Chief, Management Services and Security Division is responsible for:

(1) Furnishing Bureauwide management and direction of the MMS Space Management Program by conforming to established GSA and departmental guidelines.

(2) Designating an individual to serve as the BSM.

D. The Chief, Support Services Branch (BSM), Management Services and Security Division is responsible for:

(1) Organizing, focusing, and coordinating the MMS Space Management Program relative to real property acquisition and management, including the support and coordination of all activities related to the requirement for new space/buildings and alterations/repairs.

(2) Developing and maintaining policy and procedural guidance related to real property management.

(3) Serving as the primary MMS spokesperson with Federal Government officials, engineers, architects, and builders

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concerning matters of construction, acquisition, renovation, repair, and improvement of real property at Headquarters.

(4) Providing liaison with GSA on all space matters relating to Headquarters space and space matters which cannot be resolved at the appropriate ASC level.

(5) Furnishing technical assistance and advice to ASC's and program representatives on space management matters.

(6) Conducting annual space utilization surveys to ensure that assigned space is being used efficiently, economically, and in accordance with established departmental and GSA policies.

(7) Acquiring approvals for commitments of funds, as necessary, for requirements such as rental of space, renovation and moving costs; and coordinating with the Budget Division to ensure that Congressional budgets and operating plans include adequate funds for all MMS space requirements.

(8) Overseeing the Bureau RENT budget and preparing the annual Workspace Management Plan. The completed plan is forwarded to GSA through the Department. (Refer to Federal Property Management Regulations (FPMR) D-73 [41 CFR 101-17, Appendix D] for procedures pertaining to preparation of Plan.)

(9) Ensuring that the applicable safety codes and regulations are applied when renovating or altering space (including the Handicapped Accessibilities Standards and the Americans with Disability Act (ADA)).

(10) Establishing smoking guidelines in buildings and facilities occupied by MMS.

(11) Reviewing and approving all requests for space.

(12) Reviewing and approving all alteration projects with a total dollar amount exceeding \$25,000 except maintenance-type alterations such as re-carpeting and re-painting.

(13) Reviewing and approving any action involving the reclassification of space.

E. The ASC Managers are responsible for:

(1) Administering the MMS Space Management Program within their respective areas.

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(2) Designating responsible Space Officers within their areas of responsibility.

(3) Coordinating all movements and/or relocations of assigned space at the earliest possible time.

(4) Reviewing and approving any alterations up to \$25,000, unless reclassification of space is involved.

(5) Reviewing and approving maintenance-type alterations such as re-carpeting and re-painting at any dollar level.

(6) Reporting any assigned space which is no longer needed to GSA and the BSM.

(7) Designating smoking areas (in conjunction with Regional Directors in the field) in cafeterias, lobbies, or other space not specifically prohibited in MMSM 310.2.

F. The ASC Space Officers are responsible for:

(1) Performing all field space management functions within their areas of responsibilities.

(2) Planning, directing, and implementing the MMS Space Management Program in accordance with GSA policies and departmental and Bureau direction. This includes the coordination of all activities incident to the acquisition of new space, space utilization, and alterations and repairs to MMS-occupied buildings.

(3) Ensuring compliance with appropriate policy and procedural instructions related to real property management.

(4) Ensuring compliance with MMS-established space management procedures and implementation requirements.

(5) Serving as the principal MMS representative with Federal Government officials, engineers, architects, and builders concerning matters of construction, acquisition, renovation, repair, and improvement of real property in their respective areas of responsibility.

(6) Monitoring space utilization to ensure that assigned space is being used efficiently and economically.

(7) Furnishing technical assistance and advice to MMS program officials on space management matters.

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(8) Coordinating all space matters for departmental regional cities within their respective regions through the BSM, Support Services Branch, Management Services and Security Division.

(9) Acquiring approvals through the BSM for all commitments of funds, as necessary, for requirements such as rental of space, relocations, renovations, and moving costs.

(10) Reviewing quarterly GSA RENT reports to ensure space assignments and charges are correct.

(11) Ensuring that the applicable safety codes and regulations are applied when renovating or altering space (including the Handicapped Accessibilities Standards and ADA). (Refer to FPMR D-73 [41 CFR 101-17, Appendix D] for procedures pertaining to preparation of Plan.)

G. The Designated Official is the highest ranking official or the alternate highest ranking official appointed in writing by the Associate Director for Administration and Budget. The purpose of appointing a Designated Official is to have uniformity in dealing with all occupants in an office. The Designated Official will consult with the other organization heads prior to making a final decision except when there is immediate danger to persons or property, such as fire, explosion, or the discovery of an explosive device. This individual is responsible for:

(1) Coordinating the release of employees due to inclement weather conditions.

(2) Coordinating building evacuations resulting from fire or other situations where remaining in the building would be detrimental to employee safety and/or health.

(3) Serving as the approving official for waivers for the consumption of alcoholic beverages on the grounds.

5. Requests for Space. The MMS is required by FPMR, Subpart 101-17.2, to submit Standard Form (SF) 81, Request for Space; a Space Requirements Questionnaire; and SF 81-A, Space Requirements Worksheet, to the appropriate GSA regional office in order to fulfill space needs. All requests for space will be coordinated with the BSM prior to submission to GSA for action.

A. PMO-Controlled Areas. The Office of Administrative Services (PMO), Policy Management and Budget, Office of the

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Secretary, controls space acquisition in the following cities:

- Albuquerque, New Mexico
- Anchorage, Alaska
- Atlanta, Georgia
- Billings, Montana
- Boise, Idaho
- Boston, Massachusetts
- Denver, Colorado
- Menlo Park, California
- Minneapolis/St. Paul, Minnesota
- Phoenix, Arizona
- Portland, Oregon
- Sacramento, California
- Salt Lake City, Utah
- San Francisco, California
- Santa Fe, New Mexico
- Metropolitan Washington, D.C., area

The Director, Office of Administrative Services (PMO), or designee, is the only official authorized to approve space requests in these cities. All requests for space in these cities will be forwarded to the BSM for coordination of the PMO Director's authorization. Once the space acquisition process has started, day-to-day coordination with GSA is handled by the originating Space Manager or Officer. Correspondence on major decisions will be channeled through the BSM to PMO.

B. Other Areas. All requests for space outside the PMO-Controlled Areas will be coordinated directly with the appropriate GSA regional office. These requests will be forwarded to GSA by the BSM after the availability of funds has been certified. The BSM will be notified in advance of the SF 81 submission on requests exceeding 465 square meters or 5,000 square feet. Once the actual acquisition is started, day-to-day coordination with GSA is handled by the originating Space Officer or the BSM for Headquarters activities.

C. New Federal Buildings. Requirements for space in newly constructed Federal Buildings, regardless of geographic location, will be submitted to the Director of PMO for review and approval. Once approval is received, the BSM will forward requirements for space to GSA.

D. Space for Short-term Use. Offices having a need for outside facilities for short-term use (i.e., conferences, meetings, and emergency situations) will submit their needs to the servicing ASC or the BSM for Headquarters requests. Inquiries must be made to GSA on the availability of Government-owned or -leased facilities prior to private contracting with an

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outside source. If no Government-owned or -leased facilities are available, privately-owned facilities may be acquired for a period of up to 180 days. All metropolitan Washington, D.C., area requests should be approved by PMO prior to making actual arrangements.

E. Funds Availability. Requests for space will be forwarded to the BSM for funds certification. Space requests must be forwarded as soon as the need is known. Requests for additional space which are not forwarded at least 18 months in advance may require Program funding until funds can be budgeted for the space.

F. Location of Space. In accordance with FPMR 101-17.205, MMS is responsible for determining the delineated area where its facilities are to be located. In satisfying space requirements in urban areas, GSA will review requested delineated areas to ensure that the areas are within the centralized community business areas (CBA's) and adjacent areas of similar character. When developing delineated areas, first consideration should be given to CBA's. In cases where the delineated area is a non-CBA location, the requestor will be required to provide adequate justification to support the delineated area. For the Washington metropolitan area, location decisions will be considered on the most cost-effective basis, in conjunction with regional policies established by the National Capital Planning Commission and consistent with the general purposes of the National Capital Planning Act of 1959, as amended.

6. Space Requirements. It is MMS and GSA policy to provide a quality workplace environment that supports program operations, preserves the value of real property assets, and reduces MMS work space to essential minimum requirements. FPMR Temporary Regulation D-76, Assignment and Utilization of Space (Part 101-17), outlines policies for assignment and utilization of space. When requesting new or expansion space, the following guidelines must be followed:

A. Office-type Space. New office space will be assigned in accordance with FPMR D-76 (101-17.2). The utilization rate for new office space should not exceed an average of 11.6 square meters or 125 square feet per person for the primary office area plus 22 percent for office support space or an average space utilization rate of 14.2 square meters or 152.5 square feet per person. Requests for Space (SF 81) must conform to this standard. New assignments for eight and fewer personnel are to be requested at the most efficient utilization rate possible and are not subject to the above targeted utilization rates.

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(1) Primary office space is the personnel-occupied area in which an activity's normal operational functions are performed.

(2) Office support area is office-type support space which includes all secondary/shared workstations, extraordinary circulation space, and those specific and discrete areas constructed as office space and used to meet mission needs outside the requirement for housing personnel, including reception/waiting areas; hearing, meeting and interview areas; processing areas; library and reference areas; conference rooms; general storage areas; and general file areas.

B. Special-type Space. Special-type space includes storage, laboratory, clinics/health facilities, food service, structurally changed, automatic data processing, conference/training rooms, and light industrial space. Under normal circumstances, total special-type space should not exceed 26 to 31 percent of the total office square meters or square footage for the type of operations in which MMS is involved. Requests for quantities beyond this level will require justification. All structural, electrical, and other special requirements for the space should be thoroughly detailed in the request to facilitate prompt delivery and proper functioning of the space.

C. Space for Automatic Data Processing (ADP) and Telecommunications Equipment. When planning space requirements, particular attention should be given to ADP and telecommunications needs. Specifically, Requests for Space (SF 81 and 81-A) should include the following additional information (FPMR 101-17.101-5):

(1) Type of equipment (including make, model number, manufacturer, and number of units of each);

(2) Space and environmental requirements, including:

(a) Floor weight (kilograms or pounds);

(b) Machine dimensions (width, depth, and height in centimeters or inches);

(c) Service clearance (front, rear, right and left sides);

(d) Power in voltage and kv.-a. (starting loads and operating loads);

(e) Heat dissipation in B.t.u./hr. and air flow (cfm);

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(f) Environmental factors of temperature range (F) and relative humidity; and

(g) Need for raised floor, acoustic ceiling, and air-conditioning;

(3) Related requirements, such as storage space for supplies, tapes, and disks; work space, including desk and aisle space; and

(4) Required occupancy date.

D. Funding for Move Situations. GSA policy requires MMS to fund above-standard alterations as well as telecommunications costs in cases of relocation as the result of lease expiration, Agency expansion, and Agency-initiated consolidations. In cases where relocation is necessary as a result of expansion of another Agency, the expanding Agency is responsible for above-standard alterations, moving costs, and telecommunications costs. In cases of GSA-initiated consolidations, emergencies or displacement as a result of GSA repair and alteration project, GSA is responsible for existing above-standard alterations, moving, and telecommunications costs. Generally, it is GSA policy to fund for those alterations necessary to prepare the space to meet an existing classification of space (i.e., office, storage, or special) and to permit occupancy of the space. Careful development of space requirements, including budgetary planning, is essential so that the quality of space is not adversely affected and/or delivery delayed.

7. Space Utilization Requirements. The MMS is required to furnish GSA, through the Office of Administrative Services (PMO), with information regarding the use of assigned space and data on personnel consistent with budget submissions. The requirement includes continually studying and surveying space occupied to ensure efficient and economical utilization consistent with the Bureau mission. Space which is excess to program needs should be reported to the BSM as soon as it is identified.

A. Space Utilization Rates. The MMS will maintain an average space utilization rate of 14.2 square meters or 152.5 square feet per person at all locations except those with eight or less employees. Specifically, utilization rates will be calculated as follows:

(1) A primary office area average utilization rate of 11.6 square meters or 125 square feet per person will be achieved at all locations. The primary office area is the personnel-occupied area in which an activity's normal operational functions are performed. The utilization rate is calculated by dividing

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the total occupied primary office square meters or square footage by the total number of people in the space.

(2) The office support area should not exceed 22 percent of the primary space. The support area consists of secondary/shared workstations, extraordinary circulation space, and specific areas constructed as office space and used to meet mission needs outside the requirement for housing personnel, such as conference rooms, general storage areas, processing areas, libraries, and file areas.

B. Space Utilization Surveys. The BSM and/or GSA and PMO will conduct space utilization surveys to promote and ensure efficient utilization and may request release of excess space. Additionally, actions may be suggested to improve utilization as a result of surveys. Program offices will be provided with a written summary of significant findings and recommendations, together with data concerning improvements which are planned. MMS is required to conduct two space utilization surveys annually and report results and recommended actions to PMO prior to the end of each fiscal year.

C. Services. GSA will provide professional space programming and/or layout services for an initial space assignment, expansion of an existing assignment, or for a GSA-directed move at no cost to the agency, recognizing that such planning is necessary to achieve optimum space usage. Space programming, layout, and interior design services for reconfigurations of existing assignments, alterations, reductions, consolidations, requested relocations, etc., may be requested from GSA on a reimbursable basis. Certification of funding is required before the performance of services.

8. Federal Building Fund. The MMS is required to pay into the Federal Buildings Fund (FBF) for all space assigned by GSA (whether leased or Federally-owned) and for services incidental thereto. These payments into the FBF for space and services are defined as RENT.

A. Determination of RENT Rates. All GSA-controlled buildings are appraised every 5 years in order to establish a rental base. On an annual basis, actual cost increases or decreases are passed through in the form of an adjustment to the RENT billing.

B. Procedures.

(1) Quarterly Bills. Quarterly bills for RENT are sent by GSA to the BSM. Payment of the billings for space and services will be in accordance with procedures prescribed by the

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Treasury Fiscal Requirements Manual, Part VI, Chapter 5000. The method of payment is defined as Simplified Interagency Billing and Collection (SIBAC).

(2) Assessments. The quarterly billing reflects changes and corrections entered into the system prior to the cut-off date established by GSA, and it informs the MMS of amounts transferred from appropriate funds to the FBF. MMS is also assessed for space assigned to the Department which we occupy and for a prorated share of joint-use space within a given assignment. Assignments for departmentally controlled space are determined by PMO, and assessments are made by the Division of Fiscal Services, PMO, Office of the Secretary.

(3) Projected Space Costs. GSA will provide annually a printout of projected space assignments and costs. This listing will be distributed by PMO to the MMS. These projections should be used in the preparation of space budget estimates and for long-range space planning.

(4) Corrections. MMS is responsible for initiating corrections to RENT billings. PMO will initiate changes to billings for departmentally assigned space. Billings will be sent to the ASC's for review each quarter. The BSM will review the Headquarters billing. All changes should be made in a timely manner to eliminate erroneous charges to MMS and/or the Department. GSA Form 2970 (FBC SLUC Billing System Identification Notice of Change) and GSA Form 2972 (Agency Request for Adjustment to FBF SLUC Billing) can be obtained from GSA supply sources. Form 2970 should be submitted to the Central Office of GSA and Form 2972 to the appropriate Regional Office of GSA with copies to the BSM. All corrections concerning space in the Washington metropolitan area or regional cities should be submitted to the BSM for submission to the Division of Space and Facilities Management, PMO, for review, approval, and transmittal to GSA.

9. Workspace Management Plan and Budget Justification. MMS is required by GSA and the Office of Management and Budget (OMB) to prepare an annual Workspace Management Plan/Budget Justification (GSA Form 3530) as outlined in 41 CFR Part 101-16. This process facilitates the development of projected space requirements and associated funding. This Plan will establish square meters or square footage targets, report progress in achieving work space management goals, and will be organized to support the MMS' annual budget request to OMB. Also included in the Plan will be estimates of utilization rates, personnel, workstations, work space, and RENT and related obligation amounts for the fiscal year covered by the corresponding budget cycle. This Plan will

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be prepared by the BSM with input from the ASC's and will reflect all MMS space.

10. General Services Administration's Delegation Program. GSA's program of delegation of authority offers real property management responsibilities to selected Agencies where these Agencies occupy at least 90 percent of the building offered for delegation. This program is a nationwide initiative including all major Federal Agencies. The program is administered by GSA with the Office of Administrative Services (PMO) providing oversight and assistance to Interior Bureaus having delegations.

A. Request for Delegation of Authority for Operation and Maintenance (O&M). Requests for delegations of operation and maintenance authority are considered on a case-by-case basis when the following conditions are met: (1) eligibility (based primarily on percentage of occupancy which should be greater than 90 percent); (2) satisfactory performance of program responsibilities or demonstrated capability/capacity to perform the function(s) proposed for delegation; and (3) cost effectiveness of the proposed delegation.

(1) Procedures. Requests for delegation of O&M authority are to be submitted to the BSM. The BSM will get the concurrence of the Associate Director for Administration and Budget and forward the request to PMO. Agreement in principal by the Administrator of GSA will be followed by negotiations between MMS and the appropriate GSA region to establish funding and resources. The GSA Administrator will then submit the delegation to the Department for concurrence by the Secretary. GSA may also propose O&M delegations, and the same basic procedures will be followed.

(2) Resources for O&M. Upon approval of O&M delegation for a specific building, GSA transfers resources to the Department including appropriate FTE and funding through an allocation account. Funds are then disbursed to MMS. MMS is then responsible for accountability pursuant to the delegation.

(3) Accountability. MMS is responsible for financial and other reporting requirements as indicated in the delegation agreement. PMO will provide oversight in the development of the annual delegations budget which calls for an evaluation of GSA's proposed funding and submission of documentation and justifications for additional funding that may be required by MMS to exercise O&M responsibilities.

B. Request for Delegation of Lease Management Authority Lessor Fully-Serviced Leases - Contracting Officer Representative (COR) Authority. Lease management responsibility was delegated

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to the Department by a Memorandum of Understanding (MOU) signed by the Secretary in 1986. The purpose of delegating lease management responsibilities to tenant Agencies is to enhance service delivery and provide more efficiency in the management of Government-controlled facilities. Requests for Lease Management authority are granted when MMS is the single tenant with 90 percent or greater occupancy in the lease and GSA certifies the MMS' COR.

(1) Procedures. Requests for Delegation of Lease Management authority and nomination of a COR are initiated by the appropriate ASC. Requests will be forwarded to the BSM for concurrence of the Deputy Associate Director for Administration. With concurrence, the request will be forwarded to the appropriate GSA region, pursuant to the MOU. Acceptance of the COR comes from the GSA regional office after the nominee has completed a self-instructional training course and been certified by GSA.

(2) Responsibilities. When lease management (COR) authority is requested, MMS assumes responsibility to observe, monitor lessor performance, ensure lessor compliance with GSA lease contract provisions, document lessor non-performance for action by GSA Contracting Officer, and contract for lease alterations and space assignments in accordance with the lease. The COR must be located on site at each delegated location. GSA certifies MMS' COR and evaluates COR performance on a periodic basis to ensure compliance with the delegation.

C. Delegation of Lease Acquisition Authority. Lease acquisition authority is granted by GSA for specific one-time delegations for unusual circumstances and/or special purpose space or blanket delegations for specific geographical areas.

(1) Procedures. Requests for delegation of lease acquisition authority will be submitted, with justification, to the BSM for concurrence and fund certification.

(2) Responsibilities. The BSM will forward the request to PMO for evaluation and transmittal to GSA's Central Office.