

116TH CONGRESS  
2D SESSION

# S. 1869

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## AN ACT

To require the disclosure of ownership of high-security space leased to accommodate a Federal agency, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

1 **SECTION 1. SHORT TITLE; FINDINGS.**

2 (a) **SHORT TITLE.**—This Act may be cited as the  
3 “Secure Federal Leases from Espionage And Suspicious  
4 Entanglements Act” or the “Secure Federal LEASEs  
5 Act”.

6 (b) **FINDINGS.**—Congress finds that—

7 (1) the Government Accountability Office has  
8 reported that the Federal Government often leases  
9 high-security space from private sector landlords;

10 (2) the General Services Administration collects  
11 highest-level and immediate ownership information  
12 through the System for Award Management, but it  
13 is not currently required to collect beneficial owner-  
14 ship information and lacks an adequate system for  
15 doing so;

16 (3) the General Services Administration and  
17 Federal agencies with leasing authority may not  
18 know if foreign owners have a stake in the buildings  
19 leased by the agencies, either through foreign-incor-  
20 porated legal entities or through ownership in  
21 United States-incorporated legal entities, even when  
22 the leased space is used for classified operations or  
23 to store sensitive data; and

24 (4) according to a report of the Government  
25 Accountability Office, dated January 2017, that ex-  
26 amined the risks of foreign ownership of Govern-

1       ment-leased real estate, “leasing space in foreign-  
 2       owned buildings could present security risks such as  
 3       espionage and unauthorized cyber and physical ac-  
 4       cess”.

5   **SEC. 2. DEFINITIONS.**

6       In this Act:

7           (1) **BENEFICIAL OWNER.**—

8                (A) **IN GENERAL.**—Except as provided in  
 9                subparagraph (B), the term “beneficial owner”  
 10               means, with respect to a covered entity, each  
 11               natural person who, directly or indirectly,  
 12               through any contract, arrangement, under-  
 13               standing, relationship, or otherwise—

14                   (i) exercises control over the covered  
 15               entity; or

16                   (ii) has a substantial interest in or re-  
 17               ceives substantial economic benefits from  
 18               the assets of the covered entity.

19               (B) **EXCEPTIONS.**—The term “beneficial  
 20               owner” does not include, with respect to a cov-  
 21               ered entity—

22                   (i) a minor child;

23                   (ii) a person acting as a nominee,  
 24               intermediary, custodian, or agent on behalf  
 25               of another person;

1                   (iii) a person acting solely as an em-  
 2                   ployee of the covered entity and whose con-  
 3                   trol over or economic benefits from the  
 4                   covered entity derives solely from the em-  
 5                   ployment status of the person;

6                   (iv) a person whose only interest in  
 7                   the covered entity is through a right of in-  
 8                   heritance, unless the person also meets the  
 9                   requirements of subparagraph (A); or

10                  (v) a creditor of the covered entity,  
 11                  unless the creditor also meets the require-  
 12                  ments of subparagraph (A).

13                  (C) ANTI-ABUSE RULE.—The exceptions  
 14                  under subparagraph (B) shall not apply if used  
 15                  for the purpose of evading, circumventing, or  
 16                  abusing the requirements of this Act.

17                  (2) CONTROL.—The term “control” means,  
 18                  with respect to a covered entity—

19                       (A) having the authority or ability to de-  
 20                       termine how a covered entity is utilized; or

21                       (B) having some decision-making power for  
 22                       the use of a covered entity.

23                  (3) COVERED ENTITY.—The term “covered en-  
 24                  tity” means—

1 (A) a person, corporation, company, busi-  
2 ness association, partnership, society, trust, or  
3 any other nongovernmental entity, organization,  
4 or group; or

5 (B) any governmental entity or instrumen-  
6 tality of a government.

7 (4) EXECUTIVE AGENCY.—The term “Executive  
8 agency” has the meaning given the term in section  
9 105 of title 5, United States Code.

10 (5) FEDERAL AGENCY.—The term “Federal  
11 agency” means any Executive agency or any estab-  
12 lishment in the legislative or judicial branch of the  
13 Government.

14 (6) FEDERAL LESSEE.—The term “Federal les-  
15 see”—

16 (A) means the Administrator of General  
17 Services, the Architect of the Capitol, or the  
18 head of any Federal agency, other than the De-  
19 partment of Defense, that has independent stat-  
20 utory leasing authority; and

21 (B) does not include the head of an ele-  
22 ment of the intelligence community.

23 (7) FEDERAL TENANT.—The term “Federal  
24 tenant”—

1 (A) means a Federal agency that is occu-  
2 pying or will occupy a high-security leased  
3 space for which a lease agreement has been se-  
4 cured on behalf of the Federal agency; and

5 (B) does not include an element of the in-  
6 telligence community.

7 (8) FOREIGN ENTITY.—The term “foreign enti-  
8 ty” means a covered entity that is headquartered or  
9 incorporated in a country that is not the United  
10 States.

11 (9) FOREIGN PERSON.—The term “foreign per-  
12 son” means an individual who is not a United States  
13 person.

14 (10) HIGH-SECURITY LEASED SPACE.—The  
15 term “high-security leased space” means a space  
16 leased by a Federal lessee that—

17 (A) will be occupied by Federal employees  
18 for nonmilitary activities; and

19 (B) has a facility security level of III, IV,  
20 or V, as determined by the Federal tenant in  
21 consultation with the Interagency Security  
22 Committee, the Department of Homeland Secu-  
23 rity, and the General Services Administration.

24 (11) HIGHEST-LEVEL OWNER.—The term  
25 “highest-level owner” means the entity that owns or

1 controls an immediate owner of the offeror of a  
2 lease, or that owns or controls 1 or more entities  
3 that control an immediate owner of the offeror.

4 (12) IMMEDIATE OWNER.—The term “imme-  
5 diate owner” means an entity, other than the offeror  
6 of a lease, that has direct control of the offeror, in-  
7 cluding ownership or interlocking management, iden-  
8 tity of interests among family members, shared fa-  
9 cilities and equipment, and the common use of em-  
10 ployees.

11 (13) INTELLIGENCE COMMUNITY.—The term  
12 “intelligence community” has the meaning given the  
13 term in section 3 of the National Security Act of  
14 1947 (50 U.S.C. 3003).

15 (14) SUBSTANTIAL ECONOMIC BENEFITS.—The  
16 term “substantial economic benefits” means, with  
17 respect to a natural person described in paragraph  
18 (1)(A)(ii), having an entitlement to the funds or as-  
19 sets of a covered entity that, as a practical matter,  
20 enables the person, directly or indirectly, to control,  
21 manage, or direct the covered entity.

22 (15) UNITED STATES PERSON.—The term  
23 “United States person” means an individual who—  
24 (A) is a citizen of the United States; or

1 (B) is an alien lawfully admitted for per-  
 2 manent residence in the United States.

3 (16) WIDELY HELD.—The term “widely held”  
 4 means a fund that has not less than 100 natural  
 5 persons as direct or indirect investors.

6 **SEC. 3. DISCLOSURE OF OWNERSHIP OF HIGH-SECURITY**  
 7 **SPACE LEASED FOR FEDERAL AGENCIES.**

8 (a) REQUIRED DISCLOSURES.—Before entering into  
 9 a lease agreement with a covered entity or approving a  
 10 novation agreement with a covered entity involving a  
 11 change of ownership under a lease that will be used for  
 12 high-security leased space, a Federal lessee shall require  
 13 the covered entity to identify and disclose whether the im-  
 14 mediate or highest-level owner of the leased space, includ-  
 15 ing an entity involved in the financing thereof, is a foreign  
 16 person or a foreign entity, including the country associated  
 17 with the ownership entity.

18 (b) NOTIFICATION.—If a disclosure is made under  
 19 subsection (a), the Federal lessee shall notify the Federal  
 20 tenant of the building or other improvement that will be  
 21 used for high-security space in writing, and consult with  
 22 the Federal tenant, regarding security concerns and nec-  
 23 essary mitigation measures, if any, prior to award of the  
 24 lease or approval of the novation agreement.

25 (c) TIMING.—



(1) IN GENERAL.—A Federal lessee shall require a covered entity to provide the information described in subsection (a) when first submitting a proposal in response to a solicitation for offers issued by the Federal lessee.

(2) UPDATES.—A Federal lessee shall require a covered entity to submit an update of the information described in subsection (a) annually, beginning on the date that is 1 year after the date on which the Federal tenant began occupancy, with information including—

(A) the list of immediate or highest-level owners of the covered entity during the preceding 1-year period of Federal occupancy; or

(B) the information required to be provided relating to each such immediate or highest-level owner.

**SEC. 4. IMMEDIATE, HIGHEST-LEVEL, AND BENEFICIAL OWNERS.**

(a) PLAN.—The General Services Administration shall develop a Government-wide plan for identifying all immediate, highest-level, or beneficial owners of high-security leased spaces before entering into a lease agreement with a covered entity for the accommodation of a Federal tenant in a high-security leased space.

1 (b) REQUIREMENTS.—

2 (1) CONTENTS.—The plan described in sub-  
3 section (a) shall include a process for collecting and  
4 utilizing the following information on each imme-  
5 diate, highest-level, or beneficial owner of a high-se-  
6 curity leased space:

7 (A) Name.

8 (B) Current residential or business street  
9 address.

10 (C) An identifying number or document  
11 that verifies identity as a United States person,  
12 foreign person, or foreign entity.

13 (2) DISCLOSURES AND NOTIFICATIONS.—The  
14 plan described in subsection (a) shall—

15 (A) require the disclosure of any imme-  
16 diate, highest-level, or beneficial owner that is a  
17 foreign person;

18 (B) require that, if the Federal lessee is  
19 assigning the building or other improvement  
20 that will be used for high-security space to a  
21 Federal tenant, the Federal tenant shall be no-  
22 tified of the disclosure described in subpara-  
23 graph (A); and

24 (C) exclude collecting ownership informa-  
25 tion on widely held pooled-investment vehicles,

1 mutual funds, trusts, or other pooled-invest-  
2 ment vehicles.

3 (c) REPORT AND IMPLEMENTATION.—The General  
4 Services Administration shall—

5 (1) not later than 1 year after the date of en-  
6 actment of this Act, submit the plan described in  
7 subsection (a) to the Committee on Homeland Secu-  
8 rity and Governmental Affairs of the Senate and the  
9 Committee on Oversight and Reform of the House  
10 of Representatives;

11 (2) not later than 2 years after the date of en-  
12 actment of this Act, implement the plan described in  
13 subsection (a); and

14 (3) not later than 1 year after the implementa-  
15 tion of the plan described in subsection (a), and each  
16 year thereafter for 9 years, submit a report to the  
17 Committee on Homeland Security and Governmental  
18 Affairs of the Senate and the Committee on Over-  
19 sight and Reform of the House of Representatives  
20 on the status of the implementation of the plan, in-  
21 cluding the number of disclosures made under sub-  
22 section (b)(2).

1 **SEC. 5. OTHER SECURITY AGREEMENTS FOR LEASED**  
2 **SPACE.**

3 A lease agreement between a Federal lessee and a  
4 covered entity for the accommodation of a Federal agency  
5 in a building or other improvement that will be used for  
6 high-security leased space shall include language that pro-  
7 vides that—

8 (1) the covered entity and any member of the  
9 property management company who may be respon-  
10 sible for oversight or maintenance of the high-secu-  
11 rity leased space shall not—

12 (A) maintain access to the high-security  
13 leased space; or

14 (B) have access to the high-security leased  
15 space without prior approval from the Federal  
16 tenant;

17 (2) access to the high-security leased space or  
18 any property or information located within that  
19 space will only be granted by the Federal tenant if  
20 the Federal tenant determines that the access is  
21 clearly consistent with the mission and responsibil-  
22 ities of the Federal tenant; and

23 (3) the Federal lessee shall have written proce-  
24 dures in place, signed by the Federal lessee and the  
25 covered entity, governing access to the high-security

1 leased space in case of emergencies that may dam-  
2 age the leased property.

3 **SEC. 6. APPLICABILITY.**

4 Except where otherwise provided, this Act shall apply  
5 with respect to any lease or novation agreement entered  
6 into on or after the date of the enactment of this Act.

Passed the Senate March 3, 2020.

Attest:

*Secretary.*

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