

Date: June 11, 2024

From: Associate Executive Director, Office of Real Property (ORP)(003C7)

Subj: Office of Construction and Facilities Management Real Property Policy Memorandum
2024-03: Leasing Official File Policy (VIEWS 11746735)

To: All VA Leasing Professionals

1. The purpose of this memorandum is to update policy for Department of Veterans Affairs (VA) Leasing Professionals regarding electronic lease contract filing for all VA leasing actions. VA Leasing Professionals must utilize VA's electronic Contract Management System (eCMS) as the official lease contract file system of record. This policy provides a revised eCMS Lease Action Briefcase Index that is intended to establish an enterprise-wide standard while also being consistent with General Service Administration (GSA) global lease file requirements.

2. VA Leasing Professionals are required to use the attached eCMS Lease Action Briefcase Index (Attachment 1) for all lease file documentation generated in or uploaded to eCMS¹. All documents cited in the eCMS Lease Action Briefcase Index may not be required for every lease acquisition. Lease Contracting Officers (LCO) are responsible for determining applicable documentation based on the lease action and ensuring all files are uploaded to the official lease contract file in accordance with laws, regulations, GSA, and VA leasing policies.

3. The revised eCMS Lease Action Briefcase Index replaces Lease Procurement eCMS Compliance Checklist and Briefcase Index dated January 1, 2013, and applies to all eCMS lease files and actions created after the date of this policy.

4. To be consistent with VA policies on updating directives and handbooks, Office of Construction and Facilities Management, Office of Real Property (CFM ORP) issued policies and procedures are subject to renewal every five years. Policies and procedures will be updated whenever substantive changes are needed, even if this precedes the five-year renewal requirement. CFM ORP issued policies are located on the VA internet at [VA Real Property Policy Program](#) along with other real property policies and guidance.

5. In the event policy or other guidance issued by any other VA organization pertaining to real property lease acquisitions conflicts with policy or guidance issued by CFM ORP, CFM ORP policy/guidance shall control.

¹ GSA Request for Lease Proposal, Lease, Provision and Clause Templates are to be downloaded from GSA Real Estate Exchange Template Management Section rather than generated in eCMS.

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6. Please direct questions regarding this policy to the Director, ORP Real Property Policy and Programs, via email VACO003C7APolicyandProgramsTeam@va.gov.

John D. Thomas

Attachment

Attachment 1 - Electronic Contract Management System (eCMS) Lease Action Briefcase Index

Documents cited are not all encompassing and may not be required based on the acquisition strategy. The acquisition specialist should refer to local, VA and GSA policy.		
Tag	REQUIREMENTS DEVELOPMENT	
	Document Type	Acceptable Documents and Recommended File Name
P01	Standard Form (SF) 81 or Request for Space Documentation	SF 81 or Request for Space Documentation VA Medical Center (VAMC)/Veterans Integrated Service Network (VISN) Director's Memo/Approval Incoming Request/Request to Lease Space Memo
P01	Funding	Certification of Funds Other Funding Documentation (ex., Accounting Classification Code (ACC) Requests)
P01	Strategic Capital Investment Process (SCIP) Approval Documentation	SCIP Approval
P01	Space Requirements	Space Program General Services Administration (GSA) Needs Assessment Questionnaire Agency Specific Requirements (ASR) Parking Plan Conceptual Floor Plan Housing Plan
P01	Tenant Improvement Estimate	Independent Government Estimate (IGE)
P01	Above Market Rental Rate Justification	Rental Rate Justification (if applicable)
P02	Federal Space Check	Vacant Federal Space Check (GSA, United States Postal Service (USPS))
P03	Delineated Area	Delineated Area Map w/ Boundary Description Delineated Area: Justification of Veteran-centric DA boundaries Rural Development Act Memorandum
P04	Congressional Notification: Prospectus	Congressional Notification Scope Change approval / authorization
P10	Facility Security Level (FSL) Determination	FSL Determination and Security Requirements Additional local security requirements
P10	Security/Background	VA National Rules of Behavior VA Handbook 6500.6/IT Security
P11	Lease Prospectus Documentation	Prospectus Description Lease Prospectus
P11	Miscellaneous Correspondence	Contact with Local Officials (Written Notice or Consultation) Native American Consultation Memo (VA Directive 8603)
P12	Initial Scoring	Initial Office of Management and Budget (OMB) A-11 Scoring Scoring Memorandum for Lease Term < 5 years
P12	Project Schedule	Project Milestone Schedule
P12	Project Team Documentation	Integrated Project Team Document or Charter
P12	National Broker Contract Documentation	Broker Task Order
P12	Requirements Development: Other	Other Requirements Development
Tag	PRE-SOLICITATION	
	Document Type	Acceptable Documents and Recommended File Name
P02	Pre-Solicitation Advertisement or Notice	System for Award Management (SAM) Expressions of Interest (EOI) and/or Sources Sought SAM Pre-Solicitation Notice Responses to Pre-Solicitation Advertisement
P02	Market Research/Outreach/Survey	Market Research Report Approval of Market Survey Criteria Market Survey Report
P02.1	Market Research/VA Rule of Two Compliance	Veteran Small Business Certification (VetCert) Query/Market Research
P02	Pre-Negotiation Objectives	Pre-Negotiation Objectives (signed by Lease Contracting Officer (LCO))
P03	Agency Labor Cost Worksheet	Agency Labor Cost Worksheet
P03	Sole Source Justification	Justification for Other Than Full and Open Competition (JOTFOC) Lack of Competition Memo (for Simplified Lease Acquisition Threshold (SLAT) Leases)
P04	GSA or Categorical Delegation	Delegation Letter
P05	Procurement Review (VA 2268)	Completed VA 2268 Office of Small and Disadvantaged Business Utilization (OSDBU) Correspondence Request for Head of Contracting Activity (HCA) Approval of OSDBU Non-Concurrence
P07	Wage Rate Determination/Construction Wage Rates Requirement statute (Davis Bacon Act)	Department of Labor (DOL) General Wage Decision
P08	Acquisition Plan	Signed Acquisition Plan
P09	Source Selection Planning	Source Selection Plan (signed) and Any Related Correspondence (if applicable)
P12	Succeeding Lease Cost Benefit Analysis	GSA Succeeding Lease Decision Tool
P11	National Historic Preservation Act (NHPA) Compliance	NHPA Compliance Documentation
P11	Floodplain Check	Federal Emergency Management Agency (FEMA) Floodplain Map (Pre-Solicitation)
P11	NEPA Compliance	Categorical Exclusion (CATEX) Verification, if applicable. Final Environmental Assessment (EA), if applicable. Finding of No Significant Impact (FONSI), if applicable Phase 1 Environmental Site Assessment (and Phase 2 if required)

P12	Other: Pre-Solicitation	Other Pre-Solicitation
Tag	SOLICITATION	
	Document Type	Acceptable Documents and Recommended File Name
S01	Technical and Legal Pre-Solicitation Reviews	Technical Review Pre-Solicitation Legal Review Pre-Solicitation
S02	Request for Lease Proposal (RLP)/Solicitation	Solicitation Distribution List Complete Solicitation Package (zipped file for distribution), including appendices and amendments Labor Standards Provisions
S03	RLP Posting and Distribution	SAM RLP Posting Advertisement Other methods used (newspaper, email outreach)
S04	Pre-Proposal Conference Minutes	Pre-Proposal Conference Minutes
S05	Pre-Proposal Correspondence with Offerors	Correspondence with Offerors Prior to Receipt of Proposals
S06	RLP Amendments	Amendments to Solicitation/RLP Package
S30	RLP Package Transmittal	Transmittal of Final RLP Package to the Requesting Program
S32	Other: Solicitation	Other Solicitation
Tag	OFFERS and EVALUATIONS	
	Document Type	Acceptable Documents and Recommended File Name
S07	Abstract of Offers	Abstract of Offers
S08	Offer and Related Correspondence (Unsuccessful Offerors)	Offer and Related Correspondence - Evaluation of Initial Offers (unsuccessful offeror)
		Offer and Related Correspondence - Revised Offers (unsuccessful offeror)
		Offer and Related Correspondence - Evaluation of Final Revised Proposals (unsuccessful offeror)
		Scaling/Measurement of Offered Space Floor Plans - Initial Offers (unsuccessful offeror)
		Scaling/Measurement of Offered Space Floor Plans - Final Revised Proposals (unsuccessful offeror)
S10	Offer and Related Correspondence (Successful Offeror)	Offer and Related Correspondence - Evaluation of Initial Offer (successful offeror)
		Offer and Related Correspondence - Revised Offer (successful offeror)
		Offer and Related Correspondence -Evaluation of Final Revised Proposal (successful offeror)
		Scaling/Measurement of Offered Space Floor Plans (successful offeror)
		Proof of property ownership (successful offeror)
S11.1	VetCert Query	VetCert Verification at Time of Offer (Initial and FPR)
S13	Pre-Award Protests	Pre-Award Protests and Resolution
S15	Pre-Lease Fire Protection & Life Safety Reviews	Pre-lease Fire Protection & Life Safety Review Evaluation/GSA Form 12000
S15	Pre-Award Design Intent Drawings (DID) and Layouts	Pre-Award DID Submission(s) and Agency Approval - Initial Offers
		Pre-Award DID Submission(s) and Agency Approval - Final Revised Proposals
		Pre-Award Fire/Safety Approval of Layout Drawings - Initial Offers
		Pre-Award Fire/Safety Approval of Layout Drawings - Final Revised Proposals
S15	Source Selection Evaluation	Technical Evaluation Board (TEB) Conflict of Interest Certifications and Non-Disclosure Documentation
		TEB Evaluation Summary and Scoring Sheets
		TEB Report(s) with attachments (fully executed)
S17	Notification to Competitive Range of Final Proposal Revision (FPR) Deadline	Notification to Competitive Range of FPR Deadline - Initial Offers
		Notification to Competitive Range of FPR Deadline - Final Revised Proposals
S17	Competitive Range Determination	Competitive Range Determination - Evaluation of Initial Offers
		Competitive Range Determination - Evaluation of Final Revised Proposals
S18	Discussions, Exchanges, Request for FPRs	Deficiencies/Discussions/Negotiations - Initial Offers
		Deficiencies/Discussions/Negotiations - Final Revised Proposals
		Letters Requesting Proposal Revisions
S20	Determination of Responsibility (VetCert, SAM, etc.)	SAM Report for All Initial Offers
		SAM Report for All FPR Offers
		SAM Check Verification (Verification of Offeror information, Upload SAM check verification); Include Online Representations and Certifications
		Determination of Responsibility
		VETS 4212 Check
S20.1	VetCert Query	Pre-Award VetCert Query
S23	Present Value Analysis	Present Value Analysis (PVA) Evaluation - Initial Offers
		Present Value Analysis (PVA) Evaluation - Final Revised Proposals
S24	Environmental Remediation	Negotiation of Environmental Remediation (if applicable)
S28	Pre-Award Notice and Rejection Letters	Pre-Award Notice and Rejection Letters
		Pre-Award Notice of Elimination from Consideration
S29	Pre-Award Debriefing	Pre-Award Debriefing
S30	Miscellaneous Correspondence	Miscellaneous Offer and Evaluation Correspondence
S31	Energy Independence and Security Act (EISA)	EISA Compliance Memo, if applicable
S32	Floodplain Compliance	Flood Plain Compliance Verification
S32	Building Energy Performance	Certification of Building Energy Performance /Green Globes scorecard
S33	Other: Offers and Evaluations	Other: Offers and Evaluations
Tag	AWARD DETERMINATION	
	Document Type	Acceptable Documents and Recommended File Name
S19	Source Selection Authority Decision	Source Selection Authority Decision

S22	Small Business Subcontracting Plan	Small Business Subcontracting Plan (If awardee is not a small business) and OSDBU approval/verification of subcontractors, as necessary
S24	Price Negotiation Memorandum or Award Decision Memorandum	Price Negotiation Memorandum (PNM) or Award Decision Memorandum (ADM) Signed
S31	OAEM Award Concurrence	Office of Asset Enterprise Management (OAEM) Capital Asset Management Service (CAMS) review and concurrence of lease award (if applicable)
S31	Technical and Legal Pre-Award Reviews	Laws and Executive Orders Checklist (if applicable)
		Technical Pre-Award Review
		Legal Pre-Award Review
S31	Prospectus Notification Clearances	VIEWWS Case Correspondence
S32	OMB A-11 Scoring	OMB A-11 Scoring for all Initial Offers
		OMB A-11 Scoring for Selected Offeror
		OMB A-11 Final Scoring Workbook
S32	Appraisal	Copy of Purchase Order / Task Order for Appraisal Service (if applicable)
		Final appraisal report for Fair Market Value of Lease and Market Rental Rate (if applicable)
S32	Equal Employment Opportunity (EEO) Compliance	Equal Employment Opportunity Commission (EEOC) Compliance (including clearance from DOL regional office if over \$10M)
S33	Other: Successful Offer and Award Determination	Other: Successful Offer and Award Determination
AGENCY APPROVAL AND FUNDING DOCUMENT		
Tag	Document Type	Acceptable Documents and Recommended File Name
S30	Final Pre-Award Funds Certification	Funded 2237 for Tenant Improvements (TI) (Initial TI or Tenant Improvement Allowance (TIA)) Funded 2237 for Lease Payment (Lease Commencement)
S30	Agency Concurrence Correspondence	Concurrence from Requesting Organization
LEASE CONTRACT		
Tag	Document Type	Acceptable Documents and Recommended File Name
C03	Fully Executed Lease	Fully Executed Lease with All Exhibits in one combined file
C03	Lease Amendment(s)	Executed Lease Amendments and Attachments: <i>Clearly labeled as Construction/Buildout, Change Orders, TI Price Adjustment, Space Acceptance/Lease Commencement, TI, CPI Adjustment, RE Tax Adjustment, Space Expansion/Reduction, Alterations, Extensions, Novations (Lease Assumption and Assignment), Change of Name Agreements, etc.</i>
C03	Standstill Agreement and Holdover Documentation	Fully Executed Standstill Agreement
		Holdover Documentation
POST AWARD NOTIFICATION		
Tag	Document Type	Acceptable Documents and Recommended File Name
C01	Post Award Notifications (SAM.gov)	SAM Posting of Award Notification
		SAM Posting of Redacted Justification for Other Than Full and Open Competition
C08	Lease Award Letter	Award notification to Awardee and Program Office
C40	Lease Distribution	Correspondence Transmitting Lease or Lease Amendment to Program Office
		Correspondence Transmitting Lease or Lease Amendment to Lessor
C40	Randolph Sheppard Act Compliance	Evidence of Randolph Sheppard Act Compliance: Post Award
C41	Other: Post Award Notification	Other: Post Award Notification
POST AWARD		
Tag	Document Type	Acceptable Documents and Recommended File Name
C02	Post-Award Debriefings	Request for Post-Award Debriefing & Record of Debriefing
C02	Post-Award Protest	Post-Award Protest and Resolution Documentation
C04	Record of Funding Obligation	Integrated Funds Control, Accounting, and Procurement (IFCAP) Purchase Order for Tenant Improvements, Lease Payments, Alterations, Reimbursements, Adjustments, etc.
C05	Post Award/Pre-Performance Conference	Meeting minutes (Kickoff meeting, design meetings, Tenant Improvement Cost Summary (TICS) negotiations, etc.)
C08	Notice to Proceed: TI	Notice to proceed for buildout/construction
C09	Small Business Administration (SBA) Reporting	Small Business Subcontracting Reports (Individual Subcontracting Reports (ISRs) and Small Business Subcontracting Reports (SSRs))
C10	Security/Background Check	Evidence of Security Clearance on Lessor and Lessor's contractors regularly accessing the government's space (e.g.: janitorial contractor, maintenance contractor)
C11	Contracting Officer Representative (COR) Appointment/ Administrative Contracting Officer (ACO) Delegation	COR and/or ACO Nomination Letter and Delegation Letter
		ACO Warrant
		COR Certification
C14	Construction Reports/Site Visits	Construction Inspection Reports / Meeting Minutes / Submittals
		Site Visit / Progress Reports
C22	Construction Wage Rate Requirement Statute Compliance (previously known as Davis Bacon Act)	Construction Wage Rate Requirement Compliance (certified payroll, reviews, interviews, etc.)
C27	Design and Construction Submittals	Design Intent Drawings (DIDs) - Approved
		Fire/Safety Review and Approval of DIDs
		Finish Selections to Lessor
		Construction Drawings from Lessor Final Construction Drawings
C27	Computer-Aided Design (CAD) As-Builts	Construction Drawing Review by Government
C27	Computer-Aided Design (CAD) As-Builts	CAD As-Builts

C32	Space Acceptance Documentation	Certificate of Occupancy
		Space Measurement Verification
		Certificate of Seismic Compliance
		Copy of Fire Inspection Report
		Condition Survey Report (or Similar Document) Signed by VA and Lessor
C40	COR Appointment/ACO Delegation Letter Distribution	Transmittal of ACO/ Senior Resident Engineer (SRE) Letter to Lessor, VAMC Director and ACO/SRE
		Transmittal of COR/ACO Letter to Lessor and COR/ACO
C40	Lease Alteration Supporting Documentation	Lease Alteration Correspondence and Memos
C41	Tenant Improvement Cost Evaluation	Lessor's TI Proposal on TICS Table
		Government Review of TI Proposal and/or IGE
		Certification of Current Cost or Pricing Data
		TI/Building Specific Amortized Capital (BSAC) PNM or ADM
C41	Leadership in Energy and Environmental Design (LEED) or Green Globes Certification	TI Cost Reconciliation
		LEED or Green Globes Certification
C41	Green Lease Submittals (effective FY2024)	Commissioning Plan / Final Commissioning Reports
		Building Recycling Service Plan (>10k Rentable Square Feet (RSF))
		Reuse Plan (>10k RSF, if applicable as LCO can waive)
		Construction Waste Management Plan (>10k RSF)
C41	GSA Real Estate Exchange (GREX) Post Award Reporting	Evidence of Compliance with GSA Delegation Letter: Post-Award Uploading of all Required Documents into GREX in accordance with (IAW) Federal Management Regulation (FMR) Bulletin C-2
C41	Other: Post Award	Other Post-Award Documents
Tag	ADMINISTRATION	
	Document Type	Acceptable Documents and Recommended File Name
C15	Lessor Performance Documentation	Lessor Performance Correspondence (routine lease enforcement issues)
C29	Invoices	Invoices
C30	Lease Termination Documentation	Early Termination Documentation
		Failure in Performance Documentation (Formal Cure Notices)
		Termination for Default Documentation
C31	Assignment of Claims	Assignment of Claims
C33	Lease Contract Closeout	Condition Survey Report (or Similar Document) Signed by VA and Lessor
		Final Payment Reconciliation
C36	Option Renewal Letters / Documentation	Option Renewal Correspondence
C39	Appeals / Claims / Disputes	Appeals / Claims / Disputes: Correspondence
		Appeals / Claims / Disputes: Contracting Officer Decision
		Appeals / Claims / Disputes: Resolution
		Appeals / Claims / Disputes: Unresolved Claim(s)
		Appeals / Claims / Disputes: Civilian Board of Contract Appeals or Claims Court Decision
C40	Operating Cost Adjustment Supporting Documentation and Memos	Appeals / Claims / Disputes: Payment
		Other Supporting Documentation (Memo to the File, Reconciliations, etc.)
C40	Real Estate Tax Adjustment Supporting Documentation and Memos	Lessor Correspondence/Real Estate (RE) Adjustment Request
		Real Estate Tax Bill
		Evidence of Tax Payment / Receipt
		Other Supporting Documents (Memo to the File, Appeals, etc.)
C40	Novations and Change of Name Agreement Supporting Documentation and Memos	Lessor Correspondence/Request for Novation or Change of Name Agreement
C41	Other: Lease Administration	Other Supporting Documents (Memo to the File, Communication with Lessor)
		Other Administration Documents
C42	Statement of Lease (Estoppel Letters) and Subordination, Nondisturbance, and Attornment Agreements (SNDA)	Statement of Lease (Estoppel Letters)
		Subordination, Nondisturbance, and Attornment Agreements (SNDA)